

**CHALLENGES FACING HEAD TEACHERS IN
IMPLEMENTING FREE PRIMARY EDUCATION POLICY:
A CASE STUDY OF ZANZIBAR WEST DISTRICT UNGUJA**

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CASE STUDY OF ZANZIBAR WEST DISTRICT UNGUJA**

By

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A Dissertation Submitted in Partial Fulfillment of the Requirements for the Degree
of Master of Arts in Education of the University of Dodoma

The University Dodoma

October, 2017

CERTIFICATION

The undersigned certifies that she has read and hereby recommends for acceptance by the University of Dodoma a dissertation entitled “**Challenges Facing Head Teachers in Implementing Free Primary Education Policy: A Case Study Of Zanzibar West District Unguja**” in partial fulfillment of the requirements for the degree of masters of Arts in Education of the University of Dodoma

.....

Dr. JOYCE NEMES

(Supervisor)

Date.....

DECLARATION

AND

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I, Khamis, Juma. M, declare that this dissertation is my own original work and that it has not been presented and will not be presented to any other University for similar or any other degree award.

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Finally, I remain responsible for any shortcoming and weaknesses which may be found in this dissertation.

DEDICATION

This work is dedicated to my son, Abdulrahman Juma Mzee for the joy he brings into my life, and for being such loyal, upright and obedient human being. May you embody the qualities of your parents and help to make the world a better place.

ABSTRACT

The purpose of the study was to examine challenges facing Head Teachers (HTs) in implementing Free Primary Education (FPE) policy in public primary school in Zanzibar West District Unguja. The study aimed at finding out roles of HTs in implementing FPE policy, challenges facing HTs in implementing FPE policy and strategies employed by HTs to overcome challenges. The study used cross-sectional survey design and was mainly qualitative supported by quantitative research approach. The data collection instruments were questionnaire, interview and documentary review. The study used 33 respondents, in which 24 were teachers, 4 HTs, 4 School Committee Chairpersons and one District Education Officer. Qualitative data were analysed by using thematic analysis and frequency and quantitative data were analysed by using SPSS.

The study established that, the role of HTs in implementing FPE were to provide awareness to stakeholders on FPE policy, ensure pupils are enrolled without any contribution and to ensure effective utilization of FPE fund. Moreover, the study found that challenges facing HTs in implementing FPE policy were shortage of FPE funds, delayed of teaching and learning materials, lack of training to HTs to implement FPE policy, misconception of FPE policy, shortage of teaching staff and increasing of enrolment of pupils. Finally, the study found that strategies employed by HTs to overcome challenges were, sending challenges to the Ministry of Education; involve school committees as well as establishment of school income generating activities. The study recommended that the government should prepare enough budgets to finance FPE, training in financial management to HTs, teaching staff should be employed and stakeholders should be given awareness on the FPE policy.

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LIST OF ACRONYMS AND ABBREVIATIONS

CRC	Convention of Rights of Children
DEO	District Education Officer
EFA	Education for All
FBE	Free Basic Education
FPE	Free Primary Education
HTs	Head Teachers
MoEVTZ	Ministry of Education and Vocational Training of Zanzibar
NCLB	No Child Left Behind
OST	Open System Theory
PEDP	Primary Education Development Program
PISA	Program for International Students Assessment
SMC	School Management Committee
SCC	School committee chairpersons
SPSS	Statistical Package for Social Science
ST	System Theory
TIMSS	Trends in International Mathematics and Science Studies
UN	United Nations
UNESCO	United Nations Educational Scientific and Cultural Organization
UPE	Universal Primary Education
USA	United States of America
VSO	Voluntary Service Overseas

CHAPTER ONE

INTRODUCTION

1.0 Background of the Problem

Worldwide investment in primary education has been a key element in the development process. With realization of this, the United Nations (UN) formed a convention for the right of the child (CRC) in 1989, where by the article 28 of the convention states that all children have the right to a primary education which should be free. The aim is to ensure continuity of education of all children by removing all major barriers that stop children of school going age from accessing and completing basic primary education (UNESCO, 2015).

At national levels many countries are committed in implementing the convention of UN. In the United States of America (USA) elementary school is free and compulsory to all children, the United States federal government invests huge amount of money to education budget. However, basic education sector faces many challenges such as reading predicament. More than eight million children cannot read or comprehend what they read at basic level. Teacher's attrition rate is high and decline in learning outcome in a Program for International Student Assessment (PISA) (National Centre for Education Statistics, 2015).

In China basic education is free and compulsory since 1980s but there is increasing debate regarding to the equity and fairness of compulsory education. In urban areas some public schools at compulsory level charge high fees and some teachers devote time on private tutoring for extra income. In rural area the concern is the shortage of financial and human resources to support schools. The government only pays the basic salary of the teacher and the bonus depending on the principal capacity to raise

additional funds for teachers however, principals have no prior training in fund raising (UNESCO, 2013).

Similarly, in Cyprus primary education is free and compulsory for all pupils from the age of 4 years and 8 months up to the age of fifteen (lower secondary education). The main aim is to ensure equal access to education for all children living on the island without prejudice based on gender, abilities, language, color, religion, political beliefs or ethnic background. All necessary measures are taken so that effective access to basic education for all is guaranteed. Despite of this achievement, Free Primary Education (FPE) faces numerous challenges such as shortage of fund to finance education, early drop out, youth delinquency, functional illiteracy and inequality of education for children living with disability, immigrant families or children belonging to the ethnic groups (UNESCO, 2015).

Provisions of education opportunities are central to poverty reduction and economic development plan in Cambodia, comprehensive education reform began in 2000 where by many children had an access to FPE, especially children of poor families and girls (UNESCO, 2011). But there are many implementation challenges of FPE in Cambodia such as cash flow delays which have led some schools to unofficially collect fees from parents in order to cover the financing gap, abolition of fees raises enrolment but neglects quality, shortage of teachers, poor community involvements and inefficient use of school operational fund (Chansopheak, 2009). These factors make the policy to be unsuccessful.

In Africa and other developing countries like Malawi, Uganda, Lesotho, Ethiopia, Ghana, and Mozambique had introduced FPE policy so as to increase access to education of children who would have been denied schooling (Betaouett, 2006;

UNESCO, 2014). However, in many cases in developing countries the call for elimination of primary school fees was initially a political strategy move with promise to eliminate school fees as popular vote collecting mechanism and not grounded in solid planning implementation program. (Nielsen, 2009) points out that, elimination of primary school fees must be carefully planned and widely negotiated if it is to make a positive and sustainable impact on access to schooling and improved student learning.

Once school fees abolished can put strain to schools, Head Teachers (HTs), teachers and educational materials, resulting in a lower quality of education. For instance in Malawi, Uganda, Cameroon and Mozambique after school fees were abolished, resulted in rapid increase in the pupil teacher ratio. In Malawi for example, the ratio of pupil to classroom increased from 60:1 to 119:1 the ratio of pupils to teachers increased from 45:1 to 62:1 and the ratio of pupils to a text book increased from 10 to 24:1. These factors have direct effect on education (Plank, 2007).

There are several studies undertaken on challenges of FPE in Kenya. The findings of these studies showed that increasing of student teacher ratio, inadequate facilities, lack of training of teachers to manage FPE, lack of parental involvement in school activities (Monica., Mwasia and Phyllis, 2014; Kalunda and Ottanga, 2015). In another study in Kenya found that the major challenges facing the management of primary schools were late disbursement of FPE funds, misappropriation of funds, lack of proficient accounting skills by those in charge (Ndiangui, 2008).

In Tanzania FPE implemented in 2001 within the Primary Education Development Program Phase One (PEDP 1- (2001-2006), led to quantitative increase in enrolments at the expense of quality. There was difficult situation regarding

facilities. Classrooms were too few in rural schools, leading to very large classes of around 180 pupils per class, and 52 percent of the schools lacked toilets. Pupil teacher ratios were also high, with some districts recording ratios of 72:1 against the national ratio of 40:1 (Temu, 2009). School fees continue to exist and delay of funds was amongst the major obstacle (Dennis and Stanley, 2012).

Zanzibar like other countries the idea of FPE was reintroduced in January 2014 when Zanzibar marked its 50th Revolution anniversary. His Excellency, President Ali Mohamed Shein declared the revival of Free Education Policy (FEP) as from July 2015. But the introduction of FPE in 2014 was received with mixed reactions across the country given the fact that people had different opinions on the effectiveness of the policy (Yussuf, 2016). At the implementation stage for education policy to meet the needs of the society, carefulness, commitment, administrative willingness and efficiency are required for the successful implementation of the stated and designed programme of activities (Nwosu 2010).

Furthermore, for the policy to be successful, it should be implemented in pilot basis into few schools before being implemented in the whole country to check strengths and weaknesses of the policy (European Commission, 215). Also, important facilities and human resources should be adequately provided in order to achieve the policy goals and objectives (Ozurumba and Ebuara, 2013).

Moreover, HTs should be conversant with the policy. They need continued professional growth and development to be equipped with relevant knowledge and skills in order to be competent to handle changes. This is because they are judged with the responsibility of interpreting educational policies to the parents and other

stakeholders and they are also responsible for obtaining, directing and utilizing resources (Galabawa, 2001., Bush and Oduro, 2006., Adepoju, 2011).

However, the situation is different in Zanzibar. FPE was introduced while no preparation made (Murphy, Rawle and Ruddell, 2016). Thus, it is the purpose of this study to find out if HTs understand their roles in the implementation of FPE policy and what challenges they face in implementing of the new FPE policy.

1.1 Statement of the Problem

The government of Zanzibar reintroduced FPE with good intention of increasing access and quality to school children and reduce financial burden to poor parents. In making sure that the policy is successful, the government spent huge amount of money to finance FPE policy, as a result there is an increase in enrolment (Yussuf, 2016). Despite such intensive success there was no any preparation made to the HTs to implement FPE policy in Zanzibar (ibid). No policy initiative succeeds without preparing conducive environment for the implementation of the policy (Chompucot, 2011). In that regard, it is the purpose of this study to find out what challenges face HTs in implementing FPE policy in Zanzibar.

Currently little research have been conducted to explain the challenges facing HTs in implementing FPE policy, the little research conducted concentrated on the challenges facing implementation of Zanzibar Education policy in the areas of teachers on the job training (Kombo, 2015) as well as Education for all assessment (UNESCO, 2015).

If the challenges facing HTs in implementing FPE policy will not be addressed HTs will fail to implement their duties in monitoring and providing quality education

effectively. As a result the government good intention to provide FPE to all children will not be realized. Thus, this scenario has motivated the researcher to find out if HTs understand their roles in implementing FPE policy and what challenges are they facing in the implementation of FPE policy.

1.2 Purpose of the Study

The purpose of the study was to find out the challenges facing HTs in the implementation of FPE policy in Zanzibar.

1.3 Objectives of the Study

This research was guided by the following objectives:

- a) To identify the role of head teachers in the implementation of free primary education policy in Zanzibar.
- b) To identify challenges facing head teachers in the implementation of free primary education policy.
- c) To identify strategies employed by head teachers to overcome challenges in implementing FPE policy.

1.4 Research Questions

This research was guided by the following research questions:

- a. What are the roles of head teachers in implementation of free primary education policy?
- b. What are the challenges facing head teachers in the implementation of free primary education policy?
- c. What strategies are employed by head teachers to overcome challenges in implementing FPE policy?

1.5 Significance of the Study

This study has the following significance; the findings of the study are expected to add knowledge to stake holders of education on challenges facing HTs in implementation of FPE policy and planning for better ways in implementing of FPE in Zanzibar. The finding of the study will assist the Ministry of Education and Vocational Training Zanzibar (MoEVTZ) to understand challenges facing HTs in the whole process of implementation of FPE policy and prepare capacity building programme for HTs to acquire skills for managing FPE policy that will help heads of schools in the effective implementation of FPE policy. Also, the finding of the study will help policy makers to get feedback or clear picture on the challenges facing HTs on the whole process of implementation of FPE policy. On the other hand policy makers will understand weaknesses and strengths of the FEP policy so that they can come with another strong FPE policy. The findings obtained from the field will be useful in the effective implementation of FPE policy and bring positive changes to education sector in Zanzibar.

1.6 Scope and Delimitation of the Study

The study was carried out in West District of Unguja in four (4) selected public primary schools. The delimitation of the study was that it only confined in a single district which was West district, so generalization of the findings need a similar environment as in West district.

1.7 Limitation of the Study

The limitations of this study were as follows, most respondents were reluctant to provide information. They needed payment in order to cooperate with the researcher thinking that this research was for commercial purpose. In that regard this situation

made the researcher to take time to educate the respondents on the purpose of the research which is to improve the situation for betterment of the school and not for other ill intention. At last the respondents agreed with the researcher to provide the data needed. Second the research was obstructed by heavy rain which caused MoEVTZ to close all of her schools from 24/4/2017 to 30/4/2017 which delayed the data collection exercise, this situation necessitated a researcher to make discussion with HT to see the possibilities of reaching the respondents then the HTs agreed to call the respondents to cooperate with the researcher.

1.8 Operational Definitions of Key Terms and Concepts

Challenges: Is the situation where head teachers face difficulties in implementing FPE policy successfully.

Head teacher: Someone who has executive authority for a school in running the school day to day duties.

Free Primary Education: Is an education program where the revolution government of Zanzibar financially supports public primary schools through granting capitation fund for FPE policy.

Primary Education: An elementary education which usually start from standard one to six which aims at equipping learners with general skills.

Education Policy: Is the collection of government principles, laws and rules that govern the operation of education system.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This section presents the reviewed related literature surveyed from developed and developing countries which aimed at widening the knowledge about what have been done related to this study. It also deals with theoretical frame work of the study, conceptual framework and the knowledge gap.

2.1 Theoretical Framework

Theory is a systematic grouping of interdependent concepts that give a framework or tie together, a significant area of knowledge (Olum, 2004). In other words a theory is a set of composed concepts assumptions and generalizations which provide a road map to tackle research problems (Redding, et al, 2002). This study will be governed by two theories namely contingency theory and system theory, which comes from the field of management.

Contingency theory

Contingence theory propounded by Fiedler (1967) is the management approach to an organization which depends on situations or circumstances (Gupta, 2008). According to Galabawa (2001, in Tosi, et al, 1986, p.56) argued that in contingency management approach there is no best way or right way of successfully leading a group or an organization because a leadership style that is effective, in one situation may be ineffective or a total failure in another situation. A successful leader in a given situation may become a failure in the same position in the same organization when factors around the situation change, effective performance can only be achieved by matching the manager to the situation or by changing the situation.

Gupta (2008) argued that the main features of the contingency management theory are management is entirely situational, management should match or fit its approach to the requirement of the particular situation, to be effective management policies and practices must respond to environmental changes, the organization structure, the leadership style, and the control system all should be designed to fit the particular situation. Since management's success depends on its ability to cope with its environment, it should sharpen its diagnostic skills so as to anticipate and comprehend the environmental changes. Managers should understand that there is no one best way to manage and must not consider management principles and techniques universal.

Therefore, the basis of the contingency approach is that organizations have to cope with different situations in different ways; there is no single way of managing which is applicable to all situations. In order to be effective the internal functioning of an organization must be consistent with the demands of the external environment, effective or successful leaders are those who change their style to fit the situation. The best way to achieve results therefore is to match the manager's style to a given suitable situation or train a leader to change the situation (Peretomonde, 2012).

Thus, for effective implementation of FPE there is a need for HTs to apply leadership styles that befit the changing school situation. HTs should understand that every school is a complex structure with its own distinctive characteristics, which impinge upon the way it can be managed in an event of change. This theory, in this study can be applied to understand that for a school heads to be successful or effective in implementation of FPE policy HTs should understand the challenges they encounter in the implementation of the policy and manage them according to the situation. However, contingency theory does not outline which inputs HTs need for effective

management of FPE therefore another theory which is system theory will supplement contingency management theory.

System Theory

The system theory (ST) was developed by the biologist (Ludwig Von Bertalanffy, 1930) Little John (1983) defines a system as a set of objects or entities that interrelate with one another to form a whole. The ST views an organization as a social system consisting of individuals who cooperate within a formal framework, drawing resources, people, finance from their environment and putting back into that environment the products they produce or the services they offer (Senge, 2006). An organization (school) does not exist in a vacuum. It does not only depend on its environment but it is also part of a larger system such as the society or the economic system to which it belongs (Scott, 2008). This theory is based on the view that HTs should focus on the role played by each part of an organization rather than dealing separately with the parts (Hannagan, 2002). Consequently in order school HTs to perform their role effectively each part of the system should play its role. This theory emphasizes unity and integrity of the organization and focuses on the interaction between its components and the interactions with the environment. It suggests that organizations must be studied as a whole, taking into consideration the interrelationships among its parts and its relationship with the external environment. Schools are open systems hence they respond to the external influences as they attempt to achieve its objectives. ST views an organization (school) as an open system which has 5 components which are interacting and interdependent to one another these components are inputs, process, outputs, feedback and the environment (Scott, 2008). Lunenburg (2010) has explained these five elements as follows:

Inputs: Systems such as schools use four kinds of inputs or resources from the environment these are human resources, financial resources, physical resources, and information resources. Human resources include HTs, teaching staff and non teaching staff and the like. Financial resources are the capital the school uses to finance both ongoing and long-term operations. Physical resources include supplies, materials, facilities and equipment. Information resources are knowledge, curricula, data, and other kinds of information utilized by the school. In this perspective in the implementation of FPE input can be HTs and teachers who should be well equipped to manage FPE and other non teaching staff, such as cooks and security guard, FPE grant which should be enough and reach in time, teaching materials, physical facilities and FPE circulars directing how to implement the policy.

Process: Is the implementation course of action through administrative function, technical competence of school HTs and teachers. Inputs undergo transformation process in which teachers and students interact in teaching and learning process, through interaction students get quality education. HTs positive plans of operation and their ability to cope with changes will affect the school. On the other hand poor capability of HTs will hamper effective implementation of FPE.

Output: It is an outcome of input and implementation process. Output in this study includes successful implementation of FPE where pupils can acquire knowledge, skills, abilities and attitude or unsuccessful implementation of FPE which leads to poor literacy and numeracy. Therefore, quality of outputs depends on quality of inputs and implementation process.

Feedback: Both positive and negative feedback is very important to the success of the operation of the school. For instance, negative response from the environment

can be used to correct deficiencies in the transformation process or the inputs or both transformation process and inputs as a result bring effects on the future outcome of the school.

Environment: It includes social, political and economic contexts in which the school operated both school HTs and teacher can face a number of challenges which are exclusively local in nature like lack of support from the community, difficult school board, teachers union which at a point of time can confuse state mandated policies.

This theory is suitable for this study because it will help to understand challenges facing HT in implementation of FPE which may be attributed by the quality and quantity of the school's input which include human resources such as HTs, teachers, physical resources of the schools which include materials facilities and equipments. Furthermore, ST suggests that the system does not exist in vacuum for it depends on its environment in which it is established. Thus in understanding of the environment the researcher will definitely find out how the environment surrounding the HTs affects effective implementation of FPE policy.

2.2 Literature Review from Developed and Developing Countries

A number of studies done from developed countries have shown that there were many challenges in the implementation of FPE. These studies affirm that the role of HTs is very important in implementation of educational policy. National Centre for Education Statistic (2015) carried out a study in USA on the condition of education in USA at primary school level. The study revealed that primary education is free and compulsory to all children. In 2001 the government of USA established education policy "No Child Left Behind" (NCLB) aiming at ensuring all children get opportunity to attend school regardless of their race, colour or economic back

ground. School principals have the duty to make sure that new expectations of the school are met. However, the study revealed that in the implementation of this education policy in USA faces many challenges such as reading predicament since many children cannot read or comprehends what they read at basic level. Teachers attrition rate were high thus, there has been concern with an achievement gap in America and the academic competitiveness with other nations, particularly decreasing in mathematics and science. These achievement gaps and academic comparisons have led many people to conclude that the USA public schools system was underperforming.

Richard (2011) conducted a study in Canada on universal FPE a history of failure. The study conducted in primary school level aiming at exploring the international attempts to provide Universal Primary Education (UPE) and discovering the reasons for their failure. The study used critical and grounded theory as a methodology in order that the obstacles in achieving UPE emerge from the data. The data came from literature regarding UPE. The finding of the study revealed that lack of funding was a major problem, UPE faces serious shortage of resources hence there was constant dilemma on how to distribute limited available resources to best achieve UPE. Most education budgets go to tertiary or secondary education and to the capital projects like building schools over recurring school expenses like teacher salaries where shortage of teachers is a significant problem. The study recommended that more funds should be invested to primary education and more stakeholders to be included in decision making ensuring that local communities contribute to the education plans in their region.

Meanwhile, (UNESCO, 2013) conducted a study in China to assess the implementation of FBE at primary level education. The study found that education was free for the first nine years of compulsory education to all pupils. School principals had key role in developing new ways to the requirement of significant education reform, involving in decision making and working with parents and community members. The study revealed that despite the availability of FBE program, there was increasing debate regarding the equity and fairness of compulsory education. For example there was a wide gap between rural and urban schools. In rural areas the main concern in the implementation of FBE is the lack of financial and human resources to support schools, severe shortage of teachers and increasing dropout rates. In urban areas school are market oriented in the view of the fact that some teachers devote time for private tutoring. The study also found that all public schools are underfunded. Some principals argue that 25 to 50 percent of school's operational expenses had to be raised at the school level. However, principals have no prior training or experience in fund raising of which is more common in urban areas while in rural areas the main concern is whether teachers can receive basic salaries on time. It is recommended that the disbursement of fund should be constant, enough and on time so as to make implementation of FBE reality along with more deployment of teachers especially to rural areas.

Similarly, (Santibanez, Vernez and Razguri, 2014) carried out a study about FBE in Mexico on challenges and opportunities. The study was conducted in primary schools of which the goal was to highlight the main education issues in the country and challenges associated with them. The study used three approaches: First describing the current status of basic education in Mexico, second literature reviewed was conducted and the third, several stakeholders in education were interviewed in

both government and private sectors. The finding of the study revealed that FBE in Mexico faces many challenges including high enrolment rates, insufficient school funds allocation particularly in rural areas, high dropout rates, double shift, lack of teacher training, lack of research and evaluation that can inform school improvement and low student achievement at national, state and international levels for example, result for reading and mathematics for sixth graders in rural and indigenous primary school were lower compare with urban.

On the other hand, Mexican pupils have not done very well in recent Trend in International Examination on Mathematics and Science Studies (TIMSS) Mexican students placed last among grouped of countries. The study recommended that the government should establish research centre and engage in developing as well as implementing large scale initiatives designed to address the key challenges of FBE (ibid).

The study in Qatar done by (Romanowski, 2015) about education reform in basic primary education critical issues facing principals. The study used qualitative research design that examined the critical issues facing principals as they implement educational reform of primary education. The study found that principals lacked understanding of how to work or being a principal under new framework. The educational reform forced a change in the principal's role including an increase in the involvement of others such as faculty and parents, a release of power, control and decision making, more delegation and less micro managing. All of these changes often conflict with the traditional role of principals in Qatar. Again, the study found that principals face resistance from teachers and parents. The study recommended that principals should be allowed to make decisions about issues closely related to

their school during educational reform. Principals also must have the necessary leadership skills, policy makers must consider (when appropriate) the input from stakeholders such as principals, parents, students and teachers.

Studies reviewed from developed countries revealed that there were many challenges in the implementation of FBE such as poor literacy at basic level, increasing of enrolment rates, double shift classrooms, school fees still exist especially for urban schools, shortage of teachers and financial resources in rural schools, poor funding of FPE policy, lack of teacher training, lack of understanding amongst principals under new framework and principals facing resistance from teachers and parents. It is therefore, interesting to investigate if these challenges facing implementation of FPE policy in developed countries are the same happening in the implementation of FPE policy in Zanzibar.

In developing countries and in Zanzibar in particular empirical studies have shown that in the implementation process of FPE there were many challenges which affected the proper implementation of the policy. A study undertaken by (Ekpe, 2012) in Ghana about the abolition of school fees in Ghanaian basic schools quality issues and policy implementation level. The study found out how the ministry of education in Ghana conceives quality education and policies measures put in place in the education strategic plan to make sure that quality education is achieved following the abolition of school fees which led to increases in enrolment figures in basic schools. It was found that policies were put in place to ensure quality education in basic schools in the country but the implementation of such policies faced some challenges where most of the targets set had not been achieved. The study also found out based on the basic education certificate examination results that quality education

has been going down especially after the implementation of the capitation grant. The study recommended that government should reconsider its budgetary allocation to the ministry of education if it is to provide quality basic education for all. There should be proper mechanisms to upgrade teachers; the inspectorate team should be strengthened and proper management of financial resources.

The study conducted in Lesotho by (Morojele, 2012) on the implementation of FPA issues and challenges in primary levels which used inductive methodology to collect data. The findings of the study showed that the implementation of FPE in Lesotho unlocked the doors of access to formal learning, which resulted into the increased influx of learners enrolling in the primary schools. However this increase, did not match with the infrastructural and human resources required in ensuring the smooth running of the schools. The programme was implemented without a proper situational analysis to determine the infrastructural, material and human resources required to support its implementation. The findings also indicated that there was limited involvement of potential stakeholders, such as parents in implementation of FPE. The study recommended that, there is a need for a coordinated strategy to help harmonise the political rhetoric that accompanied the implementation of FPE and the practical school realities of ensuring the delivery of quality of FPE. Moreover, more clarity is required regarding the roles and responsibilities of various stakeholders such as the government, teachers and parents in supporting the implementation of FPE policy.

Furthermore, (Kadzamira and Rose, 2001) conducted a study about policy choice and policy implementation in Malawi. The study was conducted in primary school levels which found that after the introduction of FPE access to education increased

dramatically. However, FPE was enacted before a comprehensive policy framework had been developed which could examine the resources and other implication of FPE. In addition the policy framework that was developed did not include key stakeholders in its formulation and was largely external donor driven as a result question arose about the extent to which the education policy is responding to citizens needs. It was suggested that the policy developed for FPE may not necessarily contribute to the achievement of poverty alleviation goals since there are many dilemmas between policy intention and policy practice to be overcome through a more inclusive and participatory policy.

Moreover, (Cheruto and Benjamin, 2010) conducted a study in Kenya about management challenges facing implementation of FPE a case study in Keiyo district. The study conducted in primary school level used descriptive survey research design and the data was collected and analysed using descriptive statistics percentages and frequencies. The study found that primary school management face challenges in the implementation of the program which include shortage of staff, limited financial management skills to HTs, resistance from parents, inadequate physical facilities and delay in disbursement of funds by the government. The study recommended that HTs required further training in financial management and other managerial skills and accounts, clerks should be employed in primary schools to assist in book keeping.

Tidemand., Olsen and Sola (2007) undertook a study on local level service delivery decentralization and governance. The study established that challenges affected the implementation of FPE in Tanzania mainland was misuse of fund and lack of accounting skills of expenditure at school level. Nevertheless this has to a large degree been explained by the confusion that dominated the early phases of PEDP,

where many schools committee members and HTs still did not know how to account for the increased inflow of funds. The study also found that the issue of quality of education is still very pertinent as the pupil teacher ratio is over 50 and there are more than 70 pupils per classroom even after the PEDP classroom construction programme. The study recommended that there should be access to quality education for all children and school training institutes should be able to generate measurable learning improvements.

Twaweza (2016) conducted a study to investigate citizen's views on new developments in education. The study used mobile phone panel survey to collect data. The finding of the study indicated that citizens are optimistic about the promise of free education. Despite this general optimism, respondents stated that free education would not improve quality as the surge in enrolment would stretch resources. Students will fail due to prohibition of extra classes that teachers run to help struggling students and earn extra income. In addition, the study indicated that about 89% of parents contribute to public education despite the announcement of fee free education in that regard depicts that school fees still exist. The Study recommended that, as the new education policy is implemented, it is important to monitor the changes made and the impact achieved, that all the money designated for schools is transferred directly and reaches the intended recipients in full and the amount of money per child is sufficient to ensure that children learn.

Similarly, (Abdalla et al, 2011) conducted a study in Zanzibar about condition of schooling and quality education done in primary school level and use survey methodology to collect data. The study revealed that despite FBE in Zanzibar, parents contribute to school development in building school facilities, purchase of

stationary, maintenance of school facilities, extra curriculum activities, payment of examination fees and in the provision of school meals. There is decline in availability of basic classroom materials with higher shortage of note books, eraser, pen and ruler in the classroom. Moreover the study indicates that condition of school buildings need major repair. The study recommended that SMC should sensitize parents to ensure that they provide the required materials to their children.

The study done in Zanzibar by (VSO, 2012) about leading learning a report on effective school leadership and quality education on FBE aimed at giving a voice to HTs and others in the school system by exploring the views of different stakeholders on quality education and effective school leadership in primary schools. The study used qualitative research design to provide detailed picture of the FBE. The findings of the study show that overwhelmingly HTs lack the necessary authority and support to manage teachers and students effectively. Teacher's competence and motivation were the most common cited problem areas for the quality of education in primary school in Zanzibar.

Furthermore, the study revealed that most of the classrooms were overcrowded; teachers often work in difficult and demanding conditions with large classes and insufficient resources. The study recommended that there is a need for the systems and procedures that deal with personnel issues to be applied rigorously and HTs need management training. Both of these interventions would enhance their ability to improve teacher's performance.

UNESCO (2015) in Collaboration with MoEVTZ conducted a study in Zanzibar about education for all. The findings of the study indicate that primary education delivery faces many challenges such as overcrowding classes which affect delivery

of education and contribute to unsatisfactory performance of pupils, shortage of mathematics teachers, insufficient science and teaching materials, lack of teacher houses and low rate of teacher inspection.

Moreover, (Murphy, Rawle, and Ruddle, 2016) carried out a study in Zanzibar on education situation analysis. The study used secondary data and existing research studies. The study revealed that the ministry of education has a budget almost TZS 29,000 per primary pupil to purchase materials and cover examination costs, books, registers and chalks based on enrolment as well as TZS 10,000 for exams. Furthermore, the study revealed that out of an annual budget of TZS 7 billion for materials and items, the Ministry has received around TZS 700 million (10%) only. Moreover, the study showed that there is an acute need for more classrooms and infrastructure about 39% classrooms used for double shifting, about 60 new primary classrooms need to be constructed per year until 2020 to keep up with population growth. The study recommended that the intention to lessen the burden on parents by removing voluntarily contributions at primary level should strengthen equity and access to education.

Generally, the study reviewed from developing countries revealed that there are many challenges in the implementation of FBE policy such as school fees still exist, high enrolments of students, poor infrastructure, shortage of human and financial resources, low quality of education, limited involvement of stakeholders in policy formulation, lack of comprehensive policy framework, limited financial management skills, resistance from parents, delay in disbursement of funds by the government, lack of accounting skills amongst HTs, overcrowded classrooms and insufficient teaching and learning materials hence policy failure. However, little study has been

done particularly in Zanzibar to find out what challenges face HTs in implementing FPE policy. It is the purpose of this study to find out what challenges face HTs in implementing FPE policy.

2.3 Synthesis of Theoretical and Empirical Review

The study is governed by both contingency and system theories. These two theories complement each other on challenges facing HTs in the implementation of FPE. Contingence theory is a leadership style whereby HTs determine to apply leadership style that befit the changing school situation to achieve the intended school goals for successful implementation of FPE policy while System Theory HTs can apply it to understand the needed input for effective implementation of FPE policy.

Evidence from literature reviewed indicated that, there were many challenges emerged as result of the implementation FBE. For example the study done in developed country in China by (UNESCO, 2013) about implementation FPE revealed that despite the declaration of FBE China, in urban areas school are market oriented and some teacher devote time for private tutoring, in rural areas. The concern was lack of financial and human resources to support the school, all public schools are under-funded by the government some principals argue that 25 to 50 percent of the school operational expense has to be raised at the school level while no prior training to head teachers.

In developing countries, the study done by (Ekpe, 2012) in Ghana about abolition of school fees in Ghanaian basic school quality issues and policy implementation level discovered that policies were put in place to ensure quality education in basic schools in the country but the implementation of such policies face some challenges where most of the target set have not been achieved. The study also found out based on the

basic education certificate examination results that quality education has been going down especially after the implementation of the capitation grant.

There are many studies that have focused on the challenges in the implementation of FPE from developed and developing countries, but detailed studies to investigate the challenges facing HTs in the implementation FPE policy in Zanzibar West District Unguja in particular on the issue under study has relatively not been remarkable and still remain unknown. Different studies for example the study done in Zanzibar by (VSO, 2012) about leading learning, a report on effective school leadership and quality education, disclosed information on what can support the achievement of the EFA goals In Zanzibar. Thus, the available literature failed to uncover the challenges facing head teachers in the implementation of FPE policy. This study therefore, is geared at overtly disclosing the challenges that face HTs in the implementation of FPE which make the policy to be unsuccessful.

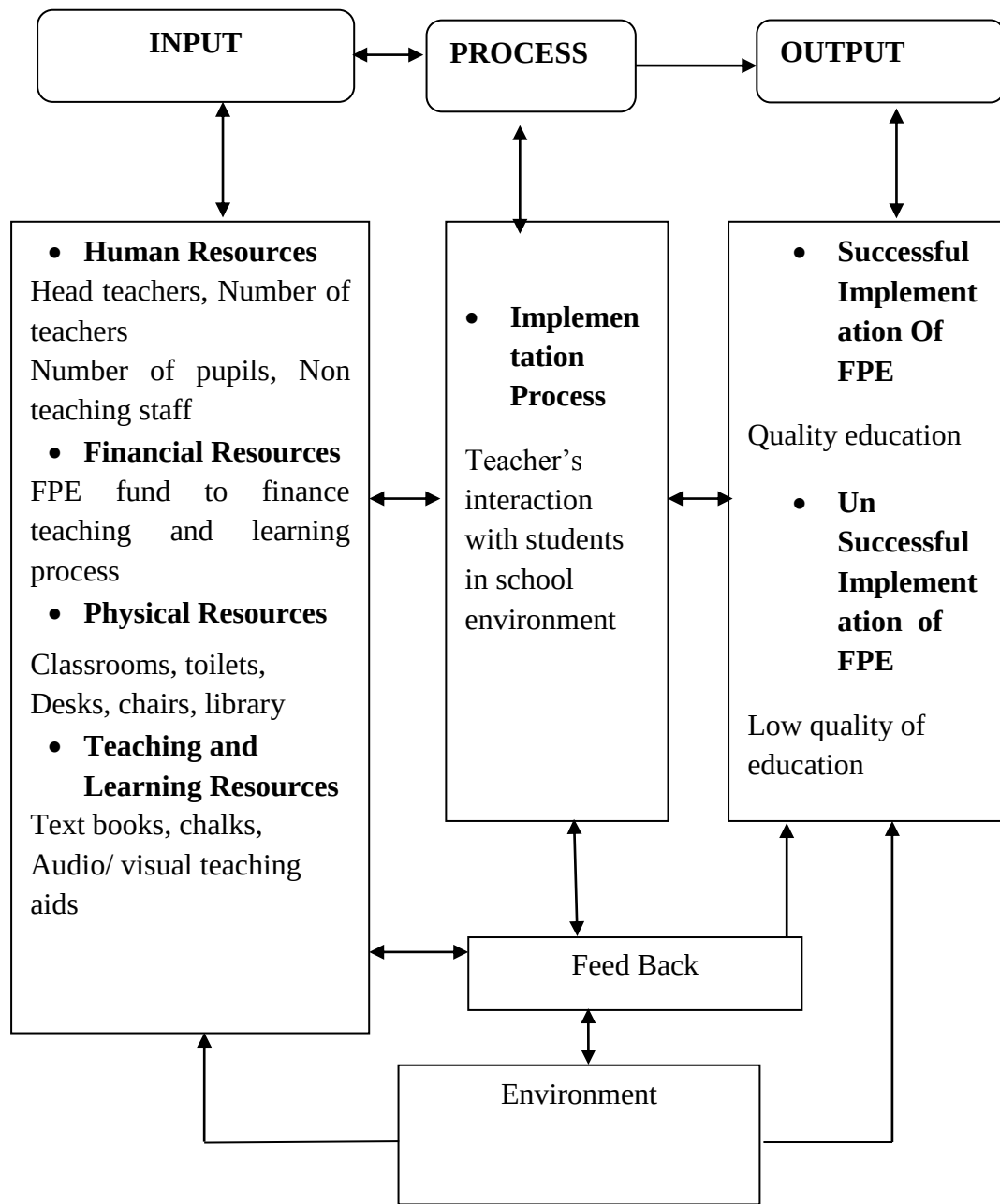
2.4 Conceptual Framework

The conceptual framework is an abstract representation of how the researcher makes logical sense of the linkages among various attributes that have been investigated as imperative to the problem. It can be represented graphically or descriptive structure (Elliott, 2005). This study on challenges facing HTs in the implementation of FPE uses open system theory model developed by Ludwing Von Bertalanffy in 1930 and modified by the researcher in order to suit the study by considering its elements such as inputs, implementation process, output, and environment of HTs of public primary school. The model is selected due to the belief that the input of the schools such as financial, physical and human resources are taken from external environment and play an important role in determining the success or failure of FPE. This is because

when school administrators are well trained to manage FPE, and if there are enough teachers to satisfy the enrolment surge, and if there are enough physical and financial resources the policy is likely to succeed, likewise if HTs are not well trained to manage FPE and if there is shortage of financial and physical resources the HTs are likely to find challenges to manage FPE.

Moreover, the environment social political and economic context in which primary schools operate can affect the implementation of FPE policy. For example, if there is favourable social, political and economic environment may positively influence the HTs in the implementation of the policy. On the other hand, if the environment to which school operates is unfavourable HTs will find difficulties to manage FPE policy. Similarly, feedback from the environment is very important component; it is positive and negative feedback from the environment very useful to maintain the implementation of FPE.

Figure 1: Conceptual Frame Work of the Study



Source: A system model adopted from Berterlanffy (1930) and modified by the researcher

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This part intends to outline the methodology of the study whereby the key components in this chapter are research design, research approaches, location of the study, target population, sample size and sampling techniques, research instruments validity and reliability, data analysis, and summary of the chapter.

3.1 Research Approach

The study was mainly qualitative and supported by quantitative research approach. Qualitative approach was used because it is considered appropriate to find out peoples' perceptions, attitude opinions or in understanding of the peoples' behaviour (Best and Kahn, 2006). This approach allowed detailed descriptions on challenges facing HTs in the implementation of FPE policy so as to understand the complex of the situation. Qualitative approach was used to collect data which were not in the form of numbers. On the other hand, quantitative approach was used to support the qualitative approach to collect data which were in numerical form.

3.2 Research Design

A research design is the arrangement of conditions for collection and analysis of data in a manner that aims at obtaining information that represent the real situation (Vaus, 2011). The research design of this study was a cross-sectional survey design whereby the information is gathered to represent what is going on at one point in time. In this research design the entire population or subset is selected and from these individual data is collected to help answering research questions. This design was used because it is considered useful and appropriate for this study to examine current

attitudes, beliefs, opinions, or practices aiming at gaining familiarity on the roles, challenges and strategies from HTs in the implementation of FPE.

3.3 Location of the Study

The data collection for this study was conducted in urban West Region in West District. Urban West Region is one among the region located in Unguja Island which has got an area 224 sq.km with a total population of 593678 out of these 367211 live in west district. West district has a total of 52 primary schools out of these 44 are public primary schools and 8 private primary schools. This research was conducted in four (4) selected public primary schools among 44 public primary schools. The reason for conducting the research in West district was the fact that the district is the one which had witnessed highest enrolment rate once after the reintroduction of FPE policy.

Table 3.1: Net Enrolment Rate in 2015 and 2016 in 6 Districts of Unguja

District	2015			2016		
	BOYS	GIRLS	TOTAL	BOYS	GIRLS	TOTAL
WEST	4133	4139	8272	6173	6006	12179
Urban	1995	2005	4000	2193	2397	4590
North A	1964	1849	3813	2207	2263	4470
North B	1180	1026	2206	1359	1256	2615
South	665	585	1250	996	960	1956
central	1588	1209	2797	1593	1389	2982

Source: MoEVTZ, 2016

Table 3.1 above shows net enrolment ratio of standard one student in 2015 and 2016 where by the West district registered the highest enrolment both in 2015 and 2016 compared with other districts. In that regard the researcher was convinced to conduct

research in this district to find out what challenges face HTs in the implementation FPE.

3.4 Study Population

According to Blankenship (2010) study population are all members, groups or elements that the researcher anticipates to gain information from to represent the real situation of the field in the study and from which conclusion can be drawn. The population of this study were all Head Teachers (HTs) School Committee Chairpersons (SCCs), District Education Officer (DEO) and Teachers.

3.5 Sample and Sampling Techniques

A sample is a subset of the population that is selected for the investigation purpose which involves the processes which the researcher extract from the population a number of individuals so as to represent adequately the large population (Blankenship, 2010). The sample of this study involved 4 public primary schools, 4 HTs of public primary schools, 24 teachers, 4 SCCs and one DEO. The total numbers of a sample were 33 individuals.

Sampling Techniques

Sampling techniques refers to the process of selecting a proper subset of the elements from the population so that the subset can be used to draw inferences and make generalizations on those populations (Best and Khan, 2006). The two types of sampling techniques used in this study were purposive and random sampling and from random sampling two types were used namely stratified and simple random sampling techniques as explained below.

Stratified Random Sampling Technique

The study used stratified random sampling to select 4 schools from 44 available schools in West District. The schools were grouped into two strata, urban and rural schools, then from urban schools two schools were selected randomly and from rural schools two schools were selected randomly to ensure each school have equal chance of being selected.

Table 3.2: Distribution of Public Primary Schools that was Selected in West District

S/N	Name of the Schools	School Location
1	A	TOWN
2	B	TOWN
3	C	RURAL
4	D	RURAL

Source: Field Data, 2017

Simple Random Sampling

Simple random sampling is a technique of sampling procedure in which every item of Universe has equal chance of inclusion in the sample (Cresswell, 2012). The researcher used simple random sampling technique to select 24 teachers. This technique ensured each member among teachers had equal chance to be selected. In each of the 4 schools the researcher wrote names of all teachers from attendance registers on small pieces of paper and put those on one basket, the researcher then picked 6 papers containing names of teachers in each school.

Purposive Sampling

Purposive sampling is the type of sampling procedure in which the researcher selects the sample based on certain purpose (Cohen, Manion and Manison, 2001). This type of a sample is used when there is a need to target only informants with specific kind of information or relevance with the objective of the study (Cresswell, 2012). In this study purposive sampling was used to get 4 HTs, 4 SCCs and 1DEO.

Table 3.3: Sample and Sampling Procedure that was Employed in the Study

S/N	Category of Respondents	Targeted Sample	Sampling Obtained	Sampling Procedure	Percentage of Achievement
1	Head Teachers	4	4	Purposive	100%
2	SCC	4	4	Purposive	100%
3	DEO	1	1	Purposive	100%
4	Teachers	24	24	Random	100%
Total		33	33		100%

Source: Field Data, 2017

3.6 The Research Instruments

Research instruments are devices used for obtaining information relevant to the study. Data of this study was collected through 3 instruments of data collection namely semi structure interview, questionnaire and documentary review

Interview

An interview is defined as a conversation with a purpose (Mertens, 1998). It can be administered individually or in a group and it can be through telephone interview. The interview method of collecting data actually involves presentation of oral-verbal stimuli and replies those presentations of oral-verbal responses (Kothari, 1992). The interview method of data collection is quite flexible and can be easily adapted to a

variety of situations. The main reason for the flexibility of the method is the presence of the interviewer, who explores responses of the person being interviewed, asks additional questions to clarify points, and in general tailors the interview to the situation (Mason and Bramble, 1997). A Semi structured interview was used to obtain information on challenges facing HTs in implementation of FPE policy from DEO, HTs, and SCCs. Interview was applied because it allowed the researcher to probe deeper into the initial responses of respondents to gain more detailed answers to questions. An interview requires only simple equipment and conversation skills already possessed by the researcher.

Questionnaires

These are designed written questions used to collect information which can be used as data for analysis which help to collect large amount of data and in short period of time and it is relatively cheaper to administer (Desncombe, 2007). In this study both opened and closed questions were used to collect information on challenges facing HTs in the implementation of FPE policy from teachers. The open ended questions were used in order to provide opportunity for expressions of attitude and detailed information about challenges facing HTs in the implementation of FPE along with the closed ended questions which were used to keep respondents to the subject concern.

Documentary Review

Documentary review is a method by which the researcher relies upon the already existing published and unpublished documents. These include pupils' enrolment registers, free education circulars, and minutes of the meeting (Patton 2002). These documents were important raw data on their own right as well as storage medium for

compiled data (Saunders, Lewis, Thornhill, 2009). The advantages of using documentary review in this study were to help the researcher to come up with a strong research concept and also enabled the researcher to show the knowledge gap that is yet to be explored (Kothari, 2004). However, the researcher used this method so as to enable investigation of the background and context of the situation and the specific problems interested in as well as being a means of analyzing and accessing the official records of the events, decision, as well as plans.

3.7 Administration of Research Instruments

The Researcher introduced himself to the respondents and requested them to participate in the study and all of them agree. Interview with all 100% of HTs were conducted in their offices and interview with 3(75%) of SCCs were conducted in the head teachers offices, and interview with 1(25%) of SCC was conducted in his working station. The DEO also was interviewed in his office. Interview with all HTs and DEO was conducted in English language but interview with SCCs conducted in Swahili language because this is the language most of SCCS were familiar with so as to give them opportunity to express themselves in details. During the interview the researcher recorded the main point arising from the discussion in a note book and the interview took about 35 minutes for each respondent. In addition, the researcher distributed questionnaires to teachers. All teachers filled the questionnaires on the spot and the exercise took between 30 to 40 minutes. In the process of filling the forms the researcher was there for clarification when needed. The questionnaires were then collected by the researcher himself. All 24 teachers participated in the study. The researcher also reviewed different documents. All the documents needed were available such as students enrolment registers and minutes for the meetings, except free education circulars which were not available in all schools.

3.7 Validity and Reliability

The study used multiple techniques in which one instrument complements the other. In order to obtain comprehensive research data, research instrument should be valid to objectives of the study. Mason and Bramble (1997) define validity as the degree to which a test measures what it is supposed to measure. To ensure validity in this study the researcher conducted a pilot study at Mtoni primary school located in West district so as to check the clarity of the questionnaires and interview guide that were prepared, their instruction and layout, and used the information gathered from the pilot study to eliminate ambiguity and modify the workability of the tools. On the other hand, reliability is defined as an extent to which results are consistent overtime, or ability of an instrument to produce consistent result (Creswell, 2012). In this study reliability was maintained by employing combination of research instruments (triangulation) with the hope to overcome weaknesses.

3.8 Ethical Consideration

Ethics is the pertaining to do good things and avoid harm which can be prevented through the use of appropriate ethical principles. Researchers whose subjects are people or animals must consider the conduct of their research and give attention to ethical issues associated with carrying out of their research (Kombo and Tromp, 2006). In conducting this study the ethical issues were considered. In observing ethical principles the researcher asked permission from UDOM directorate of post graduate studies so as to get official letter for data collection. The researcher asked permission from Ministry of State Second Vice President Office and MoEVTZ to collect data. During data collection the researcher ensured confidentiality to the respondents by telling them that once the data collected then no one will have an access to it. Moreover the ethical issues were ensured through informed consent for

each participant in the study was informed about the purpose and method used. The researcher ensured that the respondents agree to participate in research and the researcher made agreements with respondents and adhering to those agreements. Furthermore, the researcher tried his best to ensure this study is free from plagiarism by observing all factors and principles which lead to plagiarism.

3.9 Data Analysis Procedure

According to Creswell (2012) data analysis involves editing, coding, classification and tabulation of the raw data collected in a way that final conclusion can be drawn and verified. In this study qualitative data were obtained from interview and documentary review and analysed through thematic analysis. Data were classified according to their question addressed then summarised into thematic analysis to provide meaningful report. In using this form data analysis, major concepts or themes are identified (Kombo and Tromp, 2006). The Researcher classified major issues or topics covered and perused the collected data and identified information that is relevant to the research questions and Objectives. The quantitative data obtained through questionnaire were analysed statistically by Using SPSS, version 22. 0 and they were presented in percentages, tables, charts and frequencies. All the data were analysed thematically and statistically and were presented in accordance with research objectives.

3.10 Summary of the Chapter

Chapter three entails research methodology research design, approaches, target population, sampling techniques, research instruments, validity and reliability, data analysis, and summary of the review of the chapter.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.0 Introduction

This chapter presents the findings of the study about challenges facing head teachers in implementation of FPE in primary schools in west district Unguja Zanzibar. The presentation of the findings are arranged in accordance to the research objectives which were to identify the role of HTs in the implementation of free primary education policy in Zanzibar, to identify challenges facing HTs in implementing FPE policy and to identify strategies employed by HTs to overcome challenges in implementing FPE policy. The research tools used to collect data were questionnaires, interview and documentary review. In order to collect data four (4) HTs, twenty four teachers, (4) School committee chairperson and one DEO were involved to provide information to this study. Moreover data were analysed through SPSS version 22.0 and the findings were presented using descriptive statistics and tables.

4.1 Descriptive Statistics

This part presents the information related to school location, and respondent's characteristics such as respondent's category, gender, education level and working experiences. Findings are presented in tables 4.1 (a), 4.1 (b), 4.1 (c), and 4.1 (d), 4.1 (e).

School Location Analysis

Table: 4.1 (a) Frequency and Percentages Distribution of School by Location

S/N	Location	Frequency	Percentage
1	Urban	2	50
2	Rural	2	50
Total		4	100

Source: Field Data, 2017

Table 4.1 (a) indicates that 2 schools visited during the study were located in urban areas and the 2 schools were located in rural areas. This was purposely done by the researcher to ensure that there was representation of the school according to areas of location since the challenges facing HTs may differ according to school's location. Having schools from urban and rural areas would help to get clear picture of challenges facing HTs in implementing FPE policy.

Respondents Category analysis

Table: 4.1 (b) Frequency and Percentages Distribution of Respondents by Category

S/N	Respondents	Frequency (N = 33)	Percentage
1	Teachers	24	72.8
2	Head Teachers	4	12.1
3	School Committee Chairperson	4	12.1
4	DEO	1	3.0
	Total	33	100

Source: Field Data, 2017

Table 4.1 (b) above shows the frequency and percentage distribution of respondents by category, where by the majority of respondents were teachers who were 72.8% followed by Head Teachers 12.1%, School committee Chairperson 12.1% and DEO 3.0 %

Gender Analysis

Table 4.1 (c) Frequency and Percentages Distribution of Respondents by Gender

RESPONDENTS	GENDER		Percentage	
	Male	Female	Male	Female
Teachers	14	10	58.3	41.7
Head Teachers	3	1	75	25
SCCs	3	1	75	25
DEO	1	-	100	-
Total	21	12	63.6	36.4

Source: Field Data, 2017

Table 4.1 (c) indicates variation of respondents by gender in which male teachers were 58.3% while female teachers were 41.7%. Male HTs were 75% while female HT was 25%. Male SCCs were 75% while female was 25% and DEO 100% was male. Therefore, large percentages of participants were male 63.6% and females' respondents constitute 36.4% only.

Education Level Analysis

Table: 4.1 (d) Distribution of Respondents by Education Levels

Educational Level	Respondents Category				
	HTs	SCCs	DEO	Teachers	Total
Bachelor	-	2	1	2	5
Diploma	2	1	-	6	9
Certificates	2	-	-	12	14
Other level	-	1	-	4	5
Total	4	4	1	24	33

Source: Field Data, 2017

Table 4.1 (d) indicates that two HTs are diploma holders in education and two grade “A” certificate of education while two chairperson of school committee were Degree holders and one was a Diploma holder and the other one had other level of education. The data also revealed that DEO possessed bachelor degree in education, Further more data revealed that only 2 teachers were degree holders (Degree in education) while teachers who were diploma holders (Diplomain education) were 6 and 12 teachers were grade “A” certificate holders (Certificate in education) and 4 teachers had other level of education. Therefore, the data revealed that most respondents certificate holders, followed by diploma holders, followed by degree holders and the last level is other level of education.

Working Experience Analysis

Table: 4.1 (e):Distribution of Respondents by Working Experiences in Education sectors

Working Experience	HTs	SCCs	DEO	Total
1-3	1	1	1	3
4-6	2	3	-	5
7-10	1	0	-	1
Total	4	4	1	9

Source: Field Data, 2017

Data presented in table 4.1 (e) above indicates that one head teacher had working experience between 1 to 3 year, two head teachers had working experience between 4 to 6 years and one head teacher had working experience between 7 to 10 years. The chairperson of the School Committee who participated in this study one had working experience between 1 to 3 years and all three had working experience between 4 to 6 years; The DEO had working experience between 1 to 3 years. Thus, the majority of respondents had working experience between 4 to 6 years who were 5 respondents followed by those who had working experience between 1 to 3 years who were 3 respondents and lastly 7 to 10 years who was 1 respondent only.

4.2 Summary of the Findings by Research Objectives

This part presents the finding of the study in accordance to the research objectives

4.2.1 Role of Head Teachers in Implementing Free Primary Education Policy

The first research Objective sought to collect information on the role of HTs in implementing FPE policy. Data for this research objective were obtained through interview conducted to 4 HTs, 4 Chairpersons of School Committees, one DEO and

the questionnaires administered to teachers. The responses were presented in tables number 4.2.1 (a), 4.2.1 (b), 4.2.1 (c), 4.2.1 (d).

Table: 4.2.1 (a) Role of HTs in the Implementation of FPE Policy Mentioned by teachers

Role	Frequency of Mentioned (N=24)	Percentage
To provide awareness on FPE policy to different stakeholders	22	91.7
To ensure the availability of teaching and learning materials.	22	91.7
To make sure pupils are enrolled without any contribution	22	91.7
To supervise the process of teaching and learning	17	70.8
To oversee utilization of FPE funds	14	58.3

Source: Field Data, 2017

Table 4.2.1 (a) above indicates the role of HTs in implementation of FPE as mentioned by the teachers from the open ended questions given from questionnaires. The highly mentioned roles were to provide awareness on FPE policy to different stakeholders, to ensure the availability of teaching and learning materials, to make sure that pupils are enrolled and learn without any contribution, to supervise the process of teaching and learning and the least mentioned role was to oversee the utilization of FPE policy funds.

Table 4.2.1 (b) Interview Results Obtained from HTs on their Role in the Implementation of FPE Policy

Role	Frequency of Mentioned (N = 4)
To provide awareness to the parents and other stakeholders on FPE policy	4
To ensure the availability of teaching and learning Facilities	4
To ensure effective utilization of FPE policy funds	3
To monitor teaching and learning process	3
To ensure all eligible pupils are enrolled for standard one without any school fees	2
To build good relationship between school and community	2

Source: Field Data, 2017

Findings in table 4.2.1 (b) above revealed the role of HTs in the implementation of FPE policy as mentioned by the HTs themselves. Arranged from the highly mentioned to the least mentioned, the highly mentioned roles were to provide awareness to the parents and other stakeholders on FPE policy, to ensure the availability of teaching and learning facilities, to ensure effective utilization of FPE policy funds, to monitor teaching and learning process and the least mentioned roles were to ensure all eligible pupils are enrolled for standard one without any school fees and to build school community relationship.

Table: 4.2.1 (c) Interview Results Obtained from Chairpersons of School Committee on the Role of HTs in the Implementation of FPE Policy

Role	Frequency Mentioned (N=4)
To ensure all pupils are enrolled to learn without any payments	4
To oversee teaching and learning process	4
To collaborate with school committees for the development of the school	3
To build good relationship between school and surrounding community	2
To ensure teaching and learning materials are in place without any delay	1
To monitor FPE policy funds	1

Source: Field Data, 2017

Findings in table 4.2.1 (c) revealed the role of HTs in implementing FPE policy mentioned by Chairpersons of school committee, the roles were arranged from the highly mentioned to the least mentioned. The highly mentioned roles included: To ensure all pupils are enrolled to learn without any payment, to oversee teaching and learning process, to collaborate with school committee for the development of the school, to build good relationship with surrounding community and the least mentioned roles were to ensure teaching and learning materials are in place without any delay and to monitor FPE policy funds.

Table: 4.2.1 (d) Interview Result obtained from DEO on the Role of HTs in the Implementation of FPE Policy

Role	Frequency of Mentioned (N=1)
To collaborate with School Committee to ensure all pupils are enrolled to join standard one without any payment of school fees	
To monitor teaching and learning process	
To build good relationship with the surrounding community	
To ensure teaching and learning materials are available	
To ensure effective utilization of FPE policy funds	
To provide awareness about FPE policy to parents and teachers	

Source: Field Data, 2017

The findings in table 4.2.1 (d) revealed that the role of HTs in implementing FPE policy as mentioned by DEO included: To collaborate with the school committee to ensure all students enrolled to join standard one without any payment, to monitor teaching and learning process, to build good relationship with the surrounding community, to ensure teaching and learning materials are available, to ensure effective utilization of school funds, to provide awareness about FPE policy to parents and teachers.

4.2.2 Challenges Facing HTs in Implementation of FPE Policy

The second research objective sought to collect information on challenges facing HTs in implementing FPE policy. The data for this research objective were obtained through questionnaires administered to teachers and interview conducted to 4 HTs, 4 SCCs, and one DEO. The responses are presented in table 4.2.2 (a), 4.2.2 (b) 4.2.2 (c), 4.2.2 (d) and 4.2.2 (e).

Table: 4.2.2 (a) Results on Challenges Facing HTs in Implementation of FPE Policy from Teachers

Challenges	Mean	Ranking	Decision
School cannot run activities due to lack of finance	3.33	1	A
Shortage of school infrastructures	3.25	2	A
Poor participation of parents	3.25	2	A
Delay in disbursement of funds	3.21	4	A
Shortage of desks and chairs	3.21	4	A
Increasing enrolment of pupils	3.13	6	A
Inadequate teaching and learning materials	3.08	7	A
Poor condition of school buildings	3.00	9	A
Lack of motivation to head teachers in implementation of FPE policy	2.71	11	A
Shortage of teaching and non-teaching staff	2.63	13	A
Conflicts with parents due to misconception of FPE	1.83	15	D
Difficulties in managing FPE funds to head teachers	1.83	15	D

Source: Field Data, 2017

Key: A = Agree with measure range between 2.5 – 3.3

D = Disagree with measure range from 0 - 2.4

Data contained in table 4.2.2 (a) indicates that majority of respondents agreed that challenges facing HTs in the implementation FPE were as follows: Schools cannot run activities due to lack of finance, shortage of school infrastructures, poor participation of parents, delay in disbursement of funds, shortage of desks and chairs, increasing enrolments of pupils, inadequate teaching and learning materials, poor condition of school buildings, lack of motivation to HTs in implementation of FPE policy, shortage of teaching and non teaching staff, while conflict with parents and difficulties in financial management to head teachers were disagreed by respondents.

Table 4.2.2 (b) Questionnaire Results from Teachers on Other Challenges Facing HTs in the Implementation of FPE policy

Challenge	Frequency	Percentage
Misconception of the concept of FPE policy to the parents	15	62.5
Delay in provision of teaching and learning materials	21	87.5
Poor teaching and learning environment	15	62.5
Dilapidated school infrastructures	13	54.2

Source: Field Data, 2017

Table 4.2.2 (b) indicates that, the most frequently mentioned challenges facing HTs in implementing FPE policy were delay in provision of teaching and learning materials, misconception of the concept FPE policy to the parents, poor teaching and learning environment, and the least mentioned challenge was dilapidated school infrastructures.

Table 4.2.2 (c) Interview Results Obtained from HTs on their Challenges Facing in the Implementation of FPE Policy.

Challenge	Frequency of mentioned N = 4
Shortage of funds to run school activities	4
Delay in provisions of teaching and learning materials	4
Lack of training to the HTs to implement FPE policy	4
Shortage of school infrastructures	4
Shortage of desks and chairs	4
Misconception of FPE policy to the parents	4
Shortage of teaching and non teaching staff	3
Increasing in enrolment of pupils	3

Source: Field Data, 2017

Table 4.2.2 (c) depicts the findings obtained from HTs on challenges facing in the implementation of FPE policy. The findings are arranged from highly mentioned to the least mentioned. The highly mentioned challenges were, shortage of funds to run school activities, delay in provisions of teaching and learning materials, lack of training to HTs to manage FPE policy, shortage of school infrastructures, shortage of desks and chairs, misconception of FPE policy to parents. The other challenges were shortage of teaching and non-teaching staff, and enrolment increase of pupils.

Table 4.2.2 (d) Interview Results from Chairpersons of School Committee on Challenges Facing HTs in Implementing of FPE Policy

Challenges	Frequency of Mentioned (N = 4)
Shortage of funds to run the school	4
Delay in provision of teaching and learning facilities	4
Shortage of school infrastructures	4
Shortage of desks and chairs	4
Shortage of teaching and non teaching staff	3
Misconception of FPE policy to the parents	3
Overcrowded classrooms	3

Source: Field Data, 2017

Table 4.2.2 (d) indicates the finding obtained from chairperson of school committee on challenges facing HTs in the implementation of FPE policy. The findings are arranged from highly mentioned to the least mentioned. The highly mentioned challenges included shortage of funds to run the school, delay in provisions of teaching and learning facilities, shortage of school infrastructure, shortage of desks and chairs. The other challenges were shortage of teaching and non teaching staff, misconception of FPE policy to the parents and overcrowded classrooms.

**Table 4.2.2 (e) Interview Results Obtained from DEO on Challenges Facing HTs
in the Implementation of FPE Policy in Ascending Order**

Challenge	Frequency of Mentioned (N = 1)
Shortage of funds to run the school	
Overcrowded classes	
Shortage of school infrastructure	
Shortage of teaching and non teaching staff	
Delay in provision of teaching and learning materials	
Lack of training to HTs in implementing FPE policy	
Misconception of FPE policy to the parents	
Shortage of desks and chairs	

Source: Field Data, 2017

Table 4.2.2 (e) revealed the finding obtained from DEO on challenges facing HTs in the implementation of FPE policy. The challenges mentioned included shortage of funds to run school activities, overcrowded classes, shortage of school infrastructures, shortage of teaching and non teaching staff, delay in provision of teaching and learning materials, lack of training to HTs in implementing FPE policy, misconception of FPE policy to the parents and shortage of desks and chairs.

4.2.3 Strategies Employed by Head Teachers to Overcome Challenges they Face in Implementing FPE Policy.

The third research objective sought to collect information on strategies employed by HTs to overcome challenges they face in implementing FPE policy. Data for this research objective were obtained through questionnaires administered to teachers and interview conducted to 4 HTs, 4 SCCs, and one DEO. Responses were presented in the tables 4.2.3 (a), 4.2.3 (b), 4.2.3 (c) and 4.2.3 (d).

Table 4.2.3 (a) Strategies Employed by HTs to Overcome Challenges they Face in Implementing FPE Policy Obtained from Teachers

Strategies	Frequency	Percentage
Involvement of school committees in tackling the challenges	21	87.5
Sending challenges to the Ministry of Education	21	87.5
Involvement of teachers in finding the solutions of the challenges	20	83.3
Establishment of school income generating activities	18	75
Involving parents in finding the solution of the challenges	16	66.7

Source: Field Data, 2017

Table 4.2.3 (a) revealed different strategies employed by HTs to deal with challenges in implementing FPE policy as mentioned by teachers from open ended question from the questionnaires. The findings were arranged from highly mentioned to the least mentioned. The strategy included are such as involving school committees in tackling different challenges, sending challenges to the Ministry of Education, involvement of teachers in finding the solutions of the challenges, establishment of

school income generating activities and involving parents in finding the solution of the challenge facing HTs in implementing FPE policy.

Table 4.2.3 (b) Interview Results from HTs on Strategies Employed to Overcome Challenges they Face in Implementing FPE Policy

Strategies	Frequency of Mentioned (N= 4)
Sending challenges to the Ministry of Education	4
Involving school committees in solving challenges	4
Involvements of teachers in solving challenges	4
Involving of parents in solving challenges arising when implementing FPE policy	4
Establishment of school income generating projects	3

Source: Field Data, 2017

Table 4.2.3 (b) depicts the strategies employed by HTs to overcome challenges in implementing FPE policy. The findings were arranged from highly mentioned to the least mentioned strategies. The highly mentioned strategies were sending challenges to the Ministry of Education, involving school committees in solving challenges, involvement of teachers in solving challenges, involving parents in solving challenges arising when implementing FPE policy followed by establishment of school income generating projects.

Table 4.2.3 (c) Interview Results from SCCs on the Strategies Employed by HTs to Overcome Challenges they Face in Implementing FPE Policy

Strategies	Frequency (N= 4)
Involvement of school committees in minimizing the challenges	4
Sending the challenges to the Ministry of Education	4
Involvement of parents in dealing with challenges arising when implementing FPE policy	4
Establishment of school income generating projects	3
Involvement of teachers in solving the challenges	2

Source: Field Data, 2017

Table 4.2.3 (c) revealed the finding on strategies employed by HTs to overcome challenges they face in implementing FPE policy from SCCs. The findings were arranged from the highly mentioned to the least mentioned strategies. The highly mentioned strategies involved school committees in minimizing the challenges, sending the challenges to the Ministry of Education, involvement of parents in dealing with challenges arising when implementing FPE policy, establishment of school income generating projects and the least mentioned strategy was involvement of teachers in solving the challenges.

Table 4.2.3 (d) Interview Results from DEO on the Strategies Employed by HTs to Overcome Challenges they Face in Implementing FPE Policy in Ascending Order

Strategies	Frequency (N= 1)
Sending the challenges to the Ministry of Education	
Involving school committee in solving the challenges	
Involvement of teachers in solving the challenges	
Involvement of parents in finding solutions of the challenges	
Establishment of school income generating activities	

Source: Field Data, 2017

Table 4.2.3 (d) revealed the findings from DEO on the strategies employed by HTs to overcome challenges they face in implementing FPE policy. The findings were arranged in ascending order including sending the challenges to the Ministry of Education, involving school committees in solving the challenges, involvement of teachers in solving the challenges, involving the parents in finding solutions of the challenges and establishment of school income generating activities.

**Plates Texts Showing Challenges Facing HTs in Implementing FPE Policy on
Sampled School**



Source: Researcher

Plate 1: Sign Post for Mtopepo 'B' Primary School



Source: Researcher

**Plate 2: Overcrowded Classroom due to Increasing in Enrolment of Pupils in
Standard one Class at Mtopepo 'B'Primary School**



Source: Researcher

Plate 3: Sign Post for Bububu 'B' Primary School



Source: Researcher

Plate 4: Pupils at Bububu 'B' Primary School Sitting on the Floor due to the Lack of Desks



Source: Researcher

Plate 5: Poor School Infrastructure. Pupils Sitting on Class full of Holes at Bububu “B” Primary School



Source: Researcher

Plate 6: Sign Post for Kizimbani Primary School



Source: Researcher

Plate 7: Shortage of Desks and Chairs Forced Pupils to Sit on the Floor at Kizimbani Primary School

All these plates from plate number 1 to 7 illustrate challenges facing HTs in implementing FPE policy such as increasing enrolment of pupils, shortage of desks and chairs and poor school infrastructures.

CHAPTER FIVE

DISCUSSION OF FINDINGS

5.0 Introduction

In this section the major findings of the study were discussed and interpreted on the basis of research objectives and supported by literature reviewed. The purpose of this study was to find out challenges facing HTs in implementing FPE in Zanzibar primary schools. The discussion relates to the research findings as presented in tables, frequencies, percentage and charts in chapter four.

5.1 The Role of Head Teachers in the Implementation of Free Primary Education Policy

The first research objective aimed at identifying the role of HTs in implementing FPE policy. Data from this research question were acquired through questionnaires given to teachers and interview conducted to HTs, SCCs and DEO. Findings are presented in Table 4.2.1 (a), 4.2.1 (b), 4.2.1 (c) and 4.2.1 (d).

Table 4.2.1(a) presents results obtained through open ended question given to teachers. The results showed that majority of respondents mentioned the following as roles of HTs in implementing FPE policy. To provide awareness on FPE policy to different stakeholders 91.7%, to ensure the availability of teaching and learning materials 91.7%, to make sure students are enrolled without any contribution 91.7%, to supervise the process of teaching and learning 70.8% and oversee the utilization of FPE funds 58.3%.

The findings from teachers imply that HTs are performing good work in implementing FPE policy. In order to make sure the policy is implemented successfully head teachers provide awareness on FPE policy to different

stakeholders, to ensure the availability of teaching and learning materials, to make sure students are enrolled without any contribution, to supervise the process of teaching and learning and oversee utilization of FPE fund.

To cross- check information obtained from questionnaires administered to teachers, the similar question was asked through interview with HTs, SCCs and DEO. The findings show similar results as obtained from teachers as presented in table 4.2.1 (b), 4.2.1 (c), 4.2.1 (d).

General findings from respondents imply that in implementing FPE policy head teachers have the responsibilities to provide awareness to parents and other stakeholders on FPE policy. This role was highly mentioned among the role of HTs in implementing FPE policy by all 100% of HTs, 100% of SCCs and DEO. This is due to the fact that the policy was not well understood to parents, teachers and other education stakeholders so HTs as in charge of the school have to educate them to understand and remove misconception of the policy.

In connection to the role of HTs on providing awareness to parents and other stakeholders on FPE policy during the interview one of HTs articulated that:

.....Every day parents come here at my school showing their concern about the FPE policy to quality of education. Others parents think that they had no role any more. The HTs have responsibility to explain and elaborate this policy to them to be well understood (Interview with HT school "A" held on 19/4/2017).

The implication of this findings indicate that HTs as in-charge of the school are supposed to have enough knowledge, skill and ability on education policy which is under implementation so as to be able to educate his subordinates and other

stakeholders especially parents of the pupils who have misconceptions that education is free and parents have no role any more.

In support of this findings (Franklin, 2002) commented that HTs need to be trained to equip them with relevant skills and techniques to prepare them to be effective in implementation of educational policies because HTs are judged with responsibility of interpreting educational policies to the parents and other stakeholders.

Another role performed by HTs in implementing FPE policy as mentioned by respondents was to monitor teaching and learning process. This role was mentioned by 100% of SCCs and 75% of HTs and DEO 100%. It was established through interview that HTs under implementation of FPE policy have the role to monitor provision of quality education in the view of the fact that the main goal of providing FPE policy was to provide quality education. So, HTs have the task to ensure teachers are teaching according to syllabus authorised, checking scheme of work and lesson plans prepared by teachers, making classroom observation, monitoring teachers and pupils attendance in the classrooms. To support the finding during the interview DEO had this to say:

..... In implementing FPE policy HTs are supposed to supervise their teachers to teach effectively according to syllabi, they have to make sure that teachers prepare scheme of work and lessons plans and ensure pupils are learning without any obstacle so as to go alongside with the government intention of investing huge amount of money to improve access and quality of education (Interview with DEO held on 18/4/2017).

In addition one Head Teacher was noted uttering:

.....For FPE policy to be successful, pupils must acquire quality education, thus, my role is to make sure teachers are teaching effectively according to syllabi and they are preparing scheme of work, lesson plans, teaching and learning materials. It is also my duty to make sure pupils are

learning in conducive learning environment (Interview with head teacher of school “C” held on 21/4/2017).

The implication of these findings is that, the main goal of introducing FPE policy is to provide quality education to all pupils. In that regard, HTs must be prepared to monitor teaching and learning process so as to make sure teachers take up accountability in their job.

The findings of the study concur with the findings (Charles, Kimuti and Zacharia, 2012) and (Nemes and Sharali, 2015) assert that the role of HTs for effective monitoring of teaching and learning process were, to review schemes of work, lesson plans, class journals, duty master’s journals, provide to teachers with appropriate support to teaching and learning materials, involving teachers in allocation of teaching subjects to facilitate the attainment of goals set toward enhancing teaching and learning, to plan and monitor remedial time table, motivating good performing teacher and pupils, make classroom observation, review pupils exercise books and monitor teachers and pupils classroom attendance .

Furthermore, the other role performed by HTs was to make sure that pupils are enrolled without any contribution of which was mentioned as one among the role of HTs in implementing FPE policy. Result from responses indicated that all 100% SCC, 50% of HTs and 100% of DEO mentioned this as the role of HTs in implementing FPE policy. For effective implementation of FPE policy HTs had the role to make sure all pupils enrolled are admitted and learn without any contribution imposed to them. In connection to the role of HTs of ensuring that all pupils are enrolled and learn without any contribution one Head Teacher said that:

....This year 2017, I have received 549 students in standard one and all were admitted and nobody was denied to join standard one and they will learn without any fees imposed to

them. This is my role and I have to observe this as directed by the Ministry Education (Interview with HT of school “A” held on 19th April 2017).

On this point DEO commented that:

.... All primary school HTs are implementing their duties effectively. No any case received that pupils are denied to join standard one as far as free primary education is concern. All HTs are observing as instructed in the FPE policy that all pupils who are required to join standard one are joining and learn without any contribution. (Interview with DEO held on 18-4-2017)

In order to cross check it, documentary review was conducted in all four schools visited on 19/4/2017- 28/4/2017 on pupils’ enrolment registers of previous two years to check the enrolments of pupils. The findings showed that all pupils who were enrolled were allowed to join standard one and no fees were charged to them.

These findings imply that, HTs were committed in the implementation of FPE policy by ensuring all students who were legible to join standard one are joining without any obstacles. Despite of the shortage of classes to accommodate all pupils enrolled so as to meet the purpose of FPE policy to expand access to all children, this point was also supported by teachers and SCCs.

The findings of the study are in line with (Gakuu, 2012) who commented that in many developing countries the aim of establishing FPE is to increase access of primary education to all children regardless of their economic status or geographical location. In that regard it is the role of HTs as the leader of the school to make sure that all pupils eligible to be enrolled in standard one get opportunity to join standard one without any restriction.

Ensuring the availability of teaching and learning materials was another role of HTs mentioned by all respondents. 100% of HTs, 25% SCCs and 100% of DEO mentioned this as the other role performed by HTs in Implementing FPE policy. The findings indicated that this role was fundamental to all head of schools. Under the FPE MoEVTZ provide teaching and learning materials every year for implementation of the policy. Subsequently, HTs as leader of the school had the role to make sure these teaching materials are available at school by receiving, recording and controlling them to be used sustainably as intended. During the interview one of the HT commented that:

.....Every year my school receives teaching and learning materials from the Ministry of Education and Vocational Training such as exercise books, textbooks and chinks. As the HT of this school my role is to receive these teaching and learning materials and managing them so as to be used as intended (Interview held with HT of school "C" on 21/4/2017).

Another Head Teacher had this to say:

.....Once I receive teaching and learning materials from the Ministry of Education my task is to record and distribute these materials to pupils and manage them to be used as planned by the Ministry of Education (Interview conducted with HT of school "D" held on 24/4/2017).

The findings imply that HTs in primary schools are receiving teaching and learning materials as part of implementation of FPE policy, consequently they are required to handle these teaching materials to be used sustainably, therefore, HTs must be trained on how to manage and utilize teaching material as intended.

The findings are in line with (Mo EVTZ, 2015) policy which states that HTs role is to follow proper management and administrative procedures so that teaching and learning materials provided to school and possessed by the school can be utilized

properly, maintained regularly and disposed lawfully for effective and sustainable uses in the future.

Moreover, the other role of HTs in implementing FPE policy mentioned was to ensure effective utilization of FPE fund. The findings showed that, this role was mentioned by 75% of HTs 25% of SCC and 100 DEO. The findings indicate that in implementing FPE policy the government through Ministry of Education provides funds to support the implementation of FPE policy, so each school receives 500,000 TZA per year. Thus, HTs role was to ensure the funds are well utilized for the development of the school.

In connection to the role of HTs to ensure effective utilization of FPE fund one Head teacher commented that:

.....The school is receiving 500, 000 TZA as FPE fund from MoEVTZ to finance the school but this fund is not enough. It is my duty to make sure that I prepare school budget to help me the good utilization of the fund allocated for the well being of the school (Interview with HT of school "A" held on 19/4/2017).

The findings imply that for better implementation of FPE policy requires HTs to have skills in financial management. This is because the government is now providing huge amount of money to these schools. HTs should have skills and knowledge in managing the fund.

The findings of the study are in line with (Ndiangui, 2012) who stated that in implementing FPE policy HTs should have skills, knowledge and ability to receive and record school fund, make budget, procure right teaching and learning resources, make payments of school credit, audit of school accounts and report to stakeholders.

Furthermore, another role of HTs mentioned in implementing FPE was to build good relationship between the school and community. The findings was supported by 50% of HTs, 50% of SCCs and 100% of DEO. The findings from the field indicate that in implementing FPE policy HTs in collaboration with the school committee had the role to establish positive relationship with the community surrounding the school particularly pupils' parents, so as to support the school morally and materially.

In connection with the role of HTs to establish good relationship with the community, during interview one head teacher had this to say:

Our school has strong ties with the surrounding community, we often conduct meeting with parents and other stakeholders of education. These communities provide good ideas on how best to run the school (Interview with HT of school "B" held 20/4/2017).

The finding implies that in implementing FPE policy collaboration with the surrounding communities to HTs is very crucial for successfulness of the policy. The HTs must be equipped with skills and knowledge to be able to build rapport with the community for the wellbeing of the school.

The findings are in line with (Bray, 2000) who commented that the Head teacher has the role to play in ensuring that good relationship is established among the school and community. This is due to the fact that a school is a part of the community in which it is situated. The community and parents in particular have an interest in school because it provides education for their children. The relationship with a community has the purpose of maintaining community support for school programmes and ensures community is full involved in school's educational activities. In that regard head teachers should establish public relations activities and strong network support from outside.

Generally, the findings of this research objectives confirmed that the role of HTs in implementing FPE policy was to provide awareness to parents and other stakeholders on FPE policy, to monitor teaching and learning process so as to provide quality education, to ensure all pupils are enrolled without any contribution, to ensure the availability of teaching and learning materials, to ensure effective utilization of FPE policy fund and the least mentioned role was to build good relationship with the community.

The findings of the study agree with contingency theory which states that effective performance of a school can only be achieved by matching the manager to the changing situation. In that regard under the implementation of FPE policy head teachers should be prepared to be able to implement their role. Moreover, the study also is in line with open system theory which asserts that, quality input and process produce quality output. Therefore in order to have quality output there should be quality input and process. Thus, in order to implement the policy successfully HTs as an input should be equipped to be able to implement their role effectively.

5.2 Challenges Facing Head Teachers in Implementing FPE Policy

This research question aimed at obtaining information on the challenges facing HTs when implementing FPE policy and the information to address this research questions was obtained from questionnaires administered to teachers and interview conducted to HTs, SCCs, and DEO. The findings were presented in Tables 4.2.2 (a), 4.2.2 (b) 4.2.2 (c), 4.2.2 (d) and 4.2.2 (e) available in chapter four.

The findings obtained through questionnaires administered to teachers in Likert-scale form indicate that majority of statements were consented by respondents as challenges facing HTs in implementing FPE policy. The findings from respondents were arranged in descending order from highly mentioned challenges to least mentioned challenges. The highly mentioned challenges were: School cannot run activities due to shortage of funds, shortage of school infrastructure, poor participation of parents, delay in disbursement of funds, shortage of desks and chairs, increasing enrolment of pupils, inadequate teaching and learning materials, poor condition of school buildings, lack of motivation to the HTs in the implementation of FPE policy, shortage of teaching and non teaching staff. The least mentioned challenges consented by few respondents were, conflicts with parents and difficult in financial managements to the Head teachers.

The same respondents were asked an open ended question to mention other challenges which were not listed in a Likert-scale facing HTs in implementing FPE. The results were presented in table 4.2.2 (b) in chapter four. The highly mentioned challenges were delay in provision of teaching and learning materials, misconception of FPE policy concept to the parents, poor teaching and learning environment and the least mentioned challenge was dilapidated school infrastructure.

Based on the findings, several implication can be drawn such as the policy implemented without construction of school infrastructures to cope with increasing number of students, teachers were not employed to match with number of students enrolled, poor preparation of teaching and learning materials, the funds delivered were delayed and not enough to finance FPE policy. In that regard most of school activities were blocked, societies especially parents were not educated about the policy thus most of them have misconception about the policy, not only that but also stakeholders were not involved in preparation and planning of the FPE policy like HTs, teachers and parents so they found challenging environment in its implementation.

To cross check the findings obtained through questionnaire similar question was asked to HTs, SCCs, and DEO through interviews. The results obtained were presented in table 4.2.2 (c), 4.2.2 (d). 4.2.2 (e) available in chapter four.

Generally the findings indicate that among the leading challenge facing HTs in implementing FPE policy was shortage of funds to run schools activities. This challenge during interview was mentioned by 4 (100%) of HTs, 4 (100%) of SCCs and DEO. Respondents mentioned this challenge as the most sensitive challenge affecting HTs in implementing FPE as a result affecting the development of the school. Some of activities that were mentioned by respondents to be affected because of shortage of funds were trial examinations, sports activities, rehabilitation of school buildings, food, paying water and electricity bills, and other administrative expenses. To support the findings during interview one head teacher was noted saying:

....Frankly speaking FPE funds are not enough. Last year 2016 my school received Tz.sh. 500,000 only for the whole year. In this year 2017 until this April we have not received

any money yet. This is a critical problem because funds were supposed to arrive in January at the beginning of the term but up to this time I am speaking to you no any penny received of which poses serious challenge to run the school and to plan for the future (Interview conducted with HT of school 'A' held on 19/4/2017).

Also one school committee chair person had this to say:

.....As you know HTs need funds to implement their responsibilities but shortage funds is a major challenge facing HT and the school in implementation of the policy. HTs need funds to repair school building, money for buying teaching and learning materials, money for conducting trial examinations and so on. But since the introduction of FPE policy shortage of funds was very sensitive challenge to the extent that the HT is overwhelmed on what to do to rectify the situation, since parents are no longer required to contribute anything. HTs have no means to get money to run the school (Interview with SCC of school 'C' held on 21/4/ 2017).

The findings imply that in implementing FPE policy HTs face challenge of shortage of funds. This was because the government provide little funds compared to the real cost of running the school. Meanwhile the funds which were released were received at school very late hence pose difficulties to HTs to plan for the future. This situation depresses the quality of education. Also, the findings imply that the government rushed to implement FPE policy without making clear assessment on how much should each child be given under FPE policy.

The findings are in line with (Cheruto and Benjamin, 2010) who commented that shortage of funds was a major challenge affecting HTs in implementing FPE policy of which makes very difficult for them to project and plan ahead. UNESCO (2005) report pointed out on FPE policy that FPE grants disbursements were not done on time as most of school started receiving the funds either in the second or third terms. Gupta (2008) noted that management required accurate forecasts about the availability of the present financial resources for accomplishment of its objectives.

Another challenge facing HTs in implementing FPE policy was delay in provision of teaching and learning materials. During interview this challenge was mentioned by 4 (100%) of HTs, 4 (100%) of SCCs and DEO. Under FPE framework MoEVTZ provides teaching and learning materials but they are delayed to be released to schools at the same time they are not enough. Examples of teaching and learning materials provided are exercise books, textbooks and chalks. To elaborate this challenge one head teacher commented that:

....Delay in provision of teaching and learning facilities is a very serious challenge to me since the introduction of FPE policy. For example, we have just received the instructional materials for this year 2017 this April while they were required to be in our school since January at the beginning of the term. Of course I am completely confused on what to do with this situation since parents who used to donate before FPE policy are no longer required to contribute anything and the important facilities such as chalks and exercise books are not available on time. This is a very serious challenge to me (Interview with HT of school 'C' held on 21/4/2017).

The findings implies that delay in provision of teaching and learning materials seems to be enormous and sensitive challenge affecting HTs in implementing FPE policy. If this situation continues for a long time may affect the performance of HTs to implement FPE policy and the quality of education is likely to be affected. This is due to the fact that teaching and learning materials such as exercise books, chalks, textbooks and others are very crucial in teaching and learning process. The findings also imply that the government established FPE policy without assurance of its capability of producing teaching and learning materials on time hence led to challenges onto HTs in implementing the policy.

The findings are in line with (Ekpe, 2012) who commented that after the abolition of school fees in most African countries there are serious challenges of teaching and learning materials. Some schools have no even a single textbook while in other

schools the ratio stands 1:4 and teacher do not have any access to teaching and learning materials. This situation has direct impact to pupils, because without them skills, concepts and content required by the curriculum cannot be taught. Not only that but also, they enable pupils to construct their own meaning, knowledge and understanding therefore assuring the quality of education.

Moreover, another challenge facing HTs in implementing FPE policy was misconception of FPE policy to the parents. This challenge was mentioned by 4 (100%) of HTs, 3 (75%) of SCCs and DEO. All schools visited experienced such kind of challenge since pupils' parents had misunderstood FPE policy that education is "free" hence the government has the entire responsibility of funding it. In that scenario, some parents are resisting to contribute anything to supplement government efforts in funding primary education. Other parents do not believe if the government has an ability of offering free education thus taking FPE policy as a political agendum. To explain this challenge clearly one HT had this to say during an interview:

.....Actually parents have misunderstood the concept of FPE policy. Some parents resist to participate in school activities thinking that under FPE policy everything is available at school. When you ask them to buy exercise books for their kids it becomes a problem. Other parents are taking FPE as motivated political agendum, thinking that the government has no ability to offer free education (Interview with HT of school "A" held on 19/4/2017).

Another Head teacher commented that:

After the introduction of FPE policy, the day we opened the school some pupils came here without exercise books, when we asked them, they told us that their parents told them the education is free. Some parents came here thinking their children will be offered everything such as uniform, bags, exercise books and food from school (Interview with HTs of school 'C' held on 21/4/2017).

The findings imply that the concept of FPE policy have been misunderstood by stakeholders particularly parents which put HTs in difficult situation hence cause them to enter into conflict with parents in implementation of FPE policy. In that context, there is an urgent need for awareness campaign on the meaning of FPE policy to avoid unnecessary clashes between HTs and parents.

The findings of the study are in line with (Cheruto and Benjamin, 2010) who commented that the major challenge in management of FPE policy was rampant conflict in most of the schools due to misconceived understanding of free education. Parents perceived the provision of education as the government responsibility and they have no role to play anymore. This study also found that the other source of conflict between parents and HTs in the implementation of FPE policy was because of suspicion of misappropriation of the free education funds.

The other challenge facing HTs in implementing FPE policy was increasing in enrolment of pupils. This challenge was mentioned by 3 (75%) of HTs, 3 (75%) of SCCs and DEO. Responses from the field indicate that this was hypersensitive challenge facing HTs in implementing FPE policy. HTs have been overwhelmed with turnout of children joining primary schools. It was success but with challenges in the view of the fact that the enrolment of children surpassed HTs expectation and target as a result led to overcrowded classes. To clarify the situation one head teacher commented that:

This year (2017) the enrolment of pupils surpassed our targets. We have enrolled 549 pupils in standard one while we have shortage of classes to accommodate all the pupil enrolled. Normally, we are supposed to have 45 pupils in each classroom but we have up to 150 pupils in a single classroom. The fact is the existing facilities do not match with

enrolled pupils. Actually this situation has overwhelmed me (Interview with HT of school “A” held on 19/4/2017).

Another head teacher elaborated that:

Increasing number of pupils enrolled has led to overcrowded classroom. To teach such kind of a class is difficult. There should be two teachers one for monitoring discipline of pupils the other one for teaching. We have decided to have two shift one starts at 7 o'clock in the morning up to 10 O'clock in the morning and the other starts at 10 o'clock in the morning to 1 o'clock in the afternoon. But as a result of congestion in the classroom sometimes we take pupils under the trees and sometimes we request for a hall owned by nearby teacher's resource centre to accommodate our pupils (Interview with HT of school “B” held on 20/4/2017).

To cross check the findings documentary review was conducted to all 4 schools from 19/4/2017 to 25/4/2017 in the pupils enrolment registers. The results showed that in all 4 schools visited pupils enrolment increased from year to year after the abolition of the school fees in primary schools. (See documents on appendix 6. p. 111 and plate. 2 p. 54). The document verifies the situation of increasing of enrolment of pupils after abolition of school fees.

The Findings imply that pupil's enrolment increase was a sensitive challenge facing HTs in implementing FPE policy. Enrolment increased but the facilities such as classrooms, desks, toilets, teachers, book and stationery remained stagnant which led to negative impact to the quality of education.

The findings concurred with (Kalunda and Otanga, 2015) who showed that FPE policy increased enrolment of pupils thus created enormous challenge to the HTs in the view of the fact that they admitted more pupils without the extension of physical facilities. Therefore this situation has led to pupil's predicament in classes, double

shift, expansions of streams, pupil learning under trees and some schools using churches as classroom.

Moreover, a different challenge facing HTs in implementing FPE policy was the shortage of school infrastructure. This challenge during interview was mentioned by 4 (100%) of HTs, 4 (100%) of SCCs and DEO. Findings from the interview revealed that many schools visited HTs were implementing FPE while there was acute shortage of infrastructure and the available ones are in terrible situation. For example there was shortage of classrooms which forced HTs to have overcrowded classes. There was severe shortage of toilets compared to the number of pupils available. To make the matter worse the available infrastructure such as classrooms, their roofs were leaking, some classrooms had trenches and holes, some toilets available had already flooded creating high risks to both teachers and pupils. To substantiate the situation one HT commented that:

.....Our schools has colossal shortage of infrastructure and the available ones are in very shocking situation. Our toilets for example are very few compared to a number of pupils. You know we have only 20 pits of latrine for 3255 pupils. The same latrine we have to share with other school in the afternoon session. Not only that but also, these toilets are in dilapidated state. During rainy seasons like this worsen the matter and creates high risk to our pupils (Interview with HT of school A held on 19/4/107).

One SCC member had something to say on the shortage of infrastructure:

.....Shortage of classroom is an immense challenge to our school. A number of pupils enrolled do not match with the available infrastructures which remain stagnant. Worse still the school has leaking roofs and many classrooms have holes and cracks and cause serious challenge to the pupils. As a chairperson of the school committee I must do something to address the situation in the nick of the time (Interview held with SCC of school 'D' held on 24/4/2017).

To cross check the findings, documentary review was conducted in all 4 schools on the availability of school infrastructure from 19/4/2017 to 24/4/2017 to check out the extent of the challenge, (see appendix 7. p.112). The result showed that there were severe shortage of classroom where pupil classroom ratio (PCR) at urban school stands at 1:126 and pupil toilet ratio (PTR) at urban school stands 1:163 and rural school PCR was 1:58 and PTR was 1:93.

The findings imply that, FPE policy was introduced without any preparation on infrastructure thus causing the enrolment of pupils to increase significantly but school infrastructure remaining stagnant. The situation has created challenges to HTs, teachers, pupils and school in general (see plate 2. p. 54 and 5. p.56)

The findings correspond with (Morojele, 2012) who asserted that, shortage of infrastructure was the immediate challenge facing HTs in implementing FPE policy. This is due to the fact that the abolition of school fees has caused the influx of learners in schools which made the available facilities to be scarce to accommodate the enrolled pupils into the school. This has led to deterioration of the quality of education in the view of the fact that physical facilities and learning environment constitute important ingredients for effective teaching and learning including classrooms, toilet, electricity just to mention a few. Learning is hampered as a result of inadequate or inappropriate infrastructure.

Furthermore, another challenge facing HTs in implementing FPE policy was lack of training to implement FPE policy to the HTs. This challenge during interview was mentioned by 4 (100%) of HTs and DEO. Their responses exposes that HTs were not prepared to manage FPE policy. There was no any guideline or training given to them. The policy started when the HTs were uninformed. Responses from interview

confirmed that HTs had challenges in financial management especially in book keeping in the view of the fact that the schools are given funds direct from the government to manage themselves. Results indicate that HTs had challenges in project creations and management because under FPE policy schools to some extent should be financially independent. Regarding the challenge of lack of training to manage FPE policy one HT said that:

Considering the implementation of FPE policy, the government had delivered large sums of money to school but surprisingly no training was given to HTs on how to handle this money. As you know HTs are chief accounting officers of the schools of whom need to be trained for effective implementation of their duties. For sure I have enormous challenge on budgeting, monitoring, supervising, and recording school funds (Interview with HT of school "D" held on 24/4/2017).

With regard to the lack of training to HTs in the implementation of FPE policy DEO commented that:

.....Head teachers have the general responsibility to oversee the utilization of school funds in the whole process of implementation of FPE policy. But the fact is they were not given any in-service training on how to manage FPE policy. For the reason that HTs have no sound financial knowledge, skills, and principles on how to make accounting, auditing and budgeting, they encounter challenging environment during the implementation of FPE policy (Interview with DEO held on 18/4/2017).

The implication of the findings is that HTs were not prepared to manage FPE policy. They were caught unaware with the announcement of FPE policy. They were not given any induction course before or during the implementation of FPE policy thus found it challenging.

Findings correspond with (Mwinjuma and Baki, 2012) who asserted that, Direct financial support to primary schools is a new observable fact in Tanzanian context. Therefore HTs in primary schools lack sufficient skills and capability to manage

school finance in the view of the fact that in their training as teachers, they were not prepared to deal exclusively with school finance but to teach in primary schools as academic institutions. Ndiangui (2012) established that, in management of FPE policy funds majority of public primary HTs were not trained or inducted on school financial management. Head teachers had to compromise their ability to source, receipt and record school funds, procure the right teaching-learning resources, make payments of school credits, audit school accounts and report to stakeholders. This challenge creates room for complacency, corruption and ineptitude.

In addition the other challenges facing HTs in implementing FPE policy was shortage of teaching staff. This challenge during interview was revealed by 3 (75%) of HTs, 3 (75%) of SCCs, and DEO. The findings indicate that the introduction of FPE policy caused severe shortage of teachers because FPE policy triggered enrolment of pupils while teachers remain the same. They were not employed to match with the enrolment of pupils. The findings from the field indicate that massive shortage of teachers was mainly for science, English, mathematics and ICT subjects. In relation to the challenge of teaching staff shortage in implementing FPE policy during interview one HT had this to say:

My school is facing shortage of teachers. Two of my teachers have gone to study. I have only 9 teachers with 220 pupils currently. Would you please tell me how am I going to use them to satisfy the enrolment of pupils brought in the implementation of FPE policy. The deficiency is particularly based on science and mathematics teachers (Interview with head teacher of school 'D' held on 24/4/2017)

In addition to this point DEO had this to say:

Head teachers face severe challenge on shortage of teachers in implementing FEP policy. This is due to the fact that the pace of pupils enrolment are increasing but the number of

teachers remain the same. The shortage is more visible for teachers who were capable to teach subject such as ICT, English and Geography in primary school which is one among the root of poor performance of students (Interview conducted with DEO held on 18/4/2017).

The implication of the findings is that FPE policy brought increasing enrolment of pupils which caused serious shortage of teachers. The situation degrades the implementation of the policy to the part of HTs harmoniously because teachers are very imperative personnel to make FPE policy successful. HTs found it challenging in implementing FPE policy because number of teachers did not match with enrolment of students (see appendix 8.p.116) to verify the challenge of shortage of teachers.

The study findings agree with (MoEC, 2003) of the view that the status of teachers shortage was aggravated during the implementation of free primary education under PEDP. This was because of high enrolment of pupils which fail to match the number of new teachers recruited and deployed during the implementation of the policy and led to widen teacher- pupil ratio which deteriorated the quality of education.

On top of that, the different challenge facing HTs in implementing FPE was shortage of desks and chairs. This challenge was mentioned by 4 (100%) of HTs, 4 (100%) SCCs and the DEO. Findings indicate that the shortage of desk and chairs is the one among the challenges affecting HTs in implementing FPE policy and thus affect the welfare of the pupils. All 4 schools visited have the aforementioned challenge thus dealing with the situation HTs opt pupil to sit on the floor.

In connection with the challenge on shortage of desks and chairs in implementation of FPE policy during interview one HT had this to say:

Shortage of desks and chairs is amongst the vulnerable challenge in our school. All pupils from standard one to standard six sit on the floor. We have desks but they are very few. We have decided not to take them in the class because the class has 150 pupils. How can we put desks in such kind of a class. Therefore it is better for them to sit on the floor so that they can sit comfortably (Interview with HT of school 'B' held on 20/4/2017).

The findings imply that in implementing FPE head teachers face serious shortage of desks and chairs. The main root of this situation is probably the increase of enrolment of pupils admitted since the announcement of FPE policy. The enrolment has increased without the increase of other essential facilities such as desks and chairs in the implementation of FPE policy (See plate 4. p. 55 and plate 7. p. 57) indicating the shortage of desks and chairs in the classroom.

The findings concurred with (Lyimo et al, 2017) who asserted that, many primary schools have inadequate physical facilities such as desks and chairs and the available ones are poorly made with inadequate spacing. It is beyond the shadow of doubt that the enrolment of pupils did not correspond with a number of desks and chairs allocated in the schools. Therefore, scarcities of these physical facilities attribute to low academic achievement of pupils and create great challenge to head teachers.

Generally, the findings of this research objectives confirmed that the challenges facing HTs in implementing FPE policy were shortage of funds to run school activities, delay in provisions of teaching and learning materials, lack of training to the HTs to manage FPE policy, shortage of school infrastructures, shortage desks and chairs, misconception of FPE policy to the parents, shortage of teaching and non teaching staff and increase of pupils enrolment.

The findings of the study agree with contingency theory which states that, effective performance of a school can only be achieved by matching the manager to the changing situation. Therefore, under the implementation FPE policy HTs should be prepared so as to be able to confront with challenges hindering the implementation FPE policy. Moreover, the study also is in line with open system theory which asserts that, quality input and process produce quality output, therefore in order to have quality output there should be quality input and process. Thus, in order to implement the policy successfully HTs as an input should be equipped and prepared to address the challenges so as to be able to implement FPE policy effectively.

5.3 Strategies Employed by HTs to Overcome Challenges in Implementing FPE Policy

This research question aimed at obtaining information on the strategies employed by HTs to overcome challenges when implementing FPE policy. The information to address this research question was obtained from questionnaires administered to teachers and interview conducted to HTs, SCCs and DEO. The findings were presented in tables 4.2.3 (a), 4.2.3 (b), 4.2.3 (c) and 4.2.3 (d).

Table 4.2.3 (a) in chapter four presents results obtained through open ended questions given to teachers. The results depicted that majority of respondents mentioned the following as strategies employed by HTs to overcome challenges in implementing FPE policy. Involving school committees in tackling the challenges 87.5%, sending the challenges to the Ministry of Education 87.5%, involvement of teachers in solving the challenges 83.3%, establishment of school income generating projects 75% and involving parents in finding the solutions for the challenges 66.7%. These findings imply that in the process of implementing FPE policy HTs were very well committed because they had devised different strategies in order to make sure the policy is successful.

To cross-check the findings obtained from questionnaires administered to teachers similar question was asked through interview to HTs, SCCs and DEO. The findings revealed similar results as obtained from teachers and was presented in table 4.2.3 (b), 4.2.3 (c) and 4.2.3 (d) available in chapter four.

Generally, the findings indicate that to overcome different challenges in the implementation of FPE policy HTs sending challenges to the Ministry of Education to get solutions of problems hindered the implementation of the FPE policy.

Responses from interview on this strategy was mentioned by 4 (100%) of HTs 4 (100%) of SCCs and DEO. The findings revealed that the challenges which were addressed to the MoEVTZ such as shortage of teachers, delay of funds, shortage of infrastructure, inadequate teaching and learning materials, the response from the Ministry of Education was just unfulfilled promises of immediate solution of mitigating those challenges.

In connection with the strategy of addressing challenges to the MoEVTZ one HT had this to say:

.....When the school encounter challenges in implementing FPE policy I should address those challenges to the Ministry of Education in the meetings that we attend with directors of education and other Ministry of education officials in order to get solutions of the challenges that hamper effective implementation of the policy. For example, last time in the meeting I complained about shortage of funds, inadequate teachers and delay of teaching and learning materials (Interview with HT of school 'C' held on 21/4/2017).

The implication of the findings indicate that, for the successful implementation of any policy the Ministry of Education has the role of empowering HTs so as to be able to implement their duties. Therefore HTs are supposed to ask for assistance whenever they encounter challenges in implementing their responsibilities.

The findings are in line with (Douglas, 2013) who commented that the Government has the obligation of providing education to its citizens, to support schools financially and materially, to prepare conducive teaching and learning environment, allocate enough teachers and teaching and learning materials so as to attain the development required.

Another strategy employed by HTs to overcome challenges when implementing FPE policy was the involvement of school committees in finding out the solutions for the

challenge arising during the implementation of FPE policy. This strategy was mentioned by 4 (100%) of HTs, 4 (100%) of SCCs and DEO. The findings revealed that this strategy bear fruits because school committees play active role to get quick solutions for the challenges occurring during the implementation of FPE policy. In connection to the strategy of involving school committee in confronting the challenges one HT was quoted saying:

.... In finding solutions for the challenges facing HTs when implementing FPE policy, the HTs should fully involve school committees. The school committee in collaboration with the school management will plan what step to be taken in order to solve the challenge. For example last time when we had the challenge of shortage of classrooms and funds to run the school the committee decided to convene a meeting with pupils' parents so as to discuss and find the solutions of the challenges. (Interview with HTs of school 'A' held in 19/4/2017)

To cross check the findings documentary review was conducted to 4 schools under study from 19-4-2017 to 25-4-2017. The researcher checked the minutes of the meetings to find out if there were any meeting conducted by HTs to involve school committees to discuss challenges facing them in implementing FPE policy. The result revealed that there were several meetings in which HTs involved school committees in finding the solutions for the challenges (see appendix 9 document from school 'A' showing example of meeting conducted with school committee to discuss about the challenges).

The findings imply that, school committees play a big role in helping HTs in management of the school, especially in the implementation of FPE policy. This is due to the fact that, school committees act as representatives of pupils' parents thus why any challenges arising in schools HTs are not alone, for they move side by side with school committees to make sure that challenges come to an end.

The findings concur with (Maketh, 2015) who asserted that the school committees have the role to work together with the Head Teachers and other teachers to reflect on the major challenges regarding quality education for all, to make priorities and prepare a whole school development plan and budget, to oversee the day-to-day affairs of the school, including implementation of education for all component. School committees are also empowered to mobilize the community, and to find practical solutions within the overall government guidelines. They should no longer wait to receive instructions for each and everything from above, but it is now up to the HT to use it to improve education in their schools.

Furthermore, another different strategy employed by HTs to overcome challenges in implementing FPE policy was involvement of teachers in solving the challenges. This strategy was mentioned by 4 (100%) of HTs, 2 (50%) of SCCs and DEO. The finding revealed that HTs in dealing with challenges when implementing FPE policy often times use participatory approach of management in order to get rid of challenges. For example HTs involved teachers in financial management, preparing budget, in financial record keeping and in generating new ways of getting income. In explaining this strategy one HT commented that:

In the implementation of FPE policy I have decided to use participatory approach of management, where by each and everything I do I have to involve teachers in order to hear their views especially in finding out solutions for the challenges facing the implementation of the policy (Interview held with HT of school 'B' held in 20/4/2107).

The findings imply that in dealing with challenges occurring in schools when implementing FPE policy HTs should use participatory approach in finding out the solutions of the challenges such as financial management, budgeting and delayed of

school fund for creating new ways of getting income. This approach was proven to be useful strategy in management of the school.

The findings are in line with (Wadesango and Bayaga, 2013) who commented that, participatory decision making process of teachers brings changes on the education management, leads to the real improvement of school and academic achievement of pupils in schools, it reduces inequalities among teachers, improves teachers' performance and pupils learning by making teachers more accountable to their community. Thus, teachers' participation in school decision making is mandatory for the attainment of schools' organizational objectives in democratic ways. It is the responsibility of the educational administrators to identify the capabilities and interest of individuals and assign each staff member according to the desired level of participation in implementation of the education policy.

Moreover, another strategy employed by HTs to overcome challenges in implementing FPE policy was establishment of school income generating projects. This strategy during interview was mentioned by 3 (75%) of HTs, 3 (75%) of SCCs and DEO. The findings revealed that this strategy was adapted in order to solve the problem of shortage of funds facing schools in the implementation of FPE policy. In connection with this strategy one HT said that:

In confronting the challenges of shortage of funds, the school has established different income generating projects such as selling juice, selling porridge, collecting duty or toll to food vendors. We have established cars park. All these projects help us to get funds to run the school when FPE funds from Ministry of Education delay (Interview with HT of School 'A' held on 19/4/2017).

The findings imply that in the implementation of FPE policy income generating activities are of crucial importance as they help to minimize the challenge of shortage

of funds. Therefore schools are required to be financially independent so, HTs should have fully knowledge of project planning and management for better implementation of the education policy.

The findings concur with (Chipkoech 2012) who asserted that income from donors is unreliable as it comes with strings attached. The only source could be the central government but it is constrained with budget allocation and competition from other sectors of economy. Therefore, there is a need to establish viable source of education financing at school level in order to supplement fund from the government to promote enrolment, retention and quality education. Simatwa and Ojwang (2011) claimed that income generating activities within the school are viable source of income that the school management can tap to narrow budgetary fiscal deficit brought about by inability of partners of education to meet adequately their obligation.

Nevertheless, another strategy employed by HTs to overcome challenges in the process of implementing FPE policy was involvement of pupils parents in finding out solutions of the challenges. During interview this strategy was mentioned by 4 (100%) HTs, 4 (100%) of SCCs and DEO. The findings indicate that parents were involved in getting solutions for the challenges such as shortage of infrastructure, shortage of funds to run the school and delay in provision of teaching and learning materials. The responses were good to some parents but other parents had negative responses. In connection to this strategy one HT had this to say:

We have conducted several meetings with pupils' parents to discuss challenges hindering the implementation of FPE policy. Through those meetings we got positive ideas on how best we can solve many challenges for example, at the end of several meetings consensus were reached that parents should volunteer in finding out solutions for the challenges. (Interview held with HT of school "B" held on 20/4/2017).

The findings imply that pupils parents are very important stakeholders in school management especially in finding out solutions for challenges facing the school therefore, they should be well involved in school activities relating to their pupils.

The findings are in line with (Povey et al, 2016) who proved that, there is huge benefits for parents involvement in school development such as boosting pupils learning outcome, enhancing fund raising activities, volunteering in school activities, enhancing pupils attendance, building positive pupils behaviour, school retention of pupils, developing school culture and social capital.

Generally, the findings of this research objective confirmed that HTs employed different strategies to overcome challenges in implementing FPE policy such as sending the challenges to the Ministry of Education, involving school committees in minimizing the challenges, involvement of parents in solving the challenges, establishment of school income generating activities and involvement of teachers in managing FPE policy.

The findings of the study agree with contingency theory which states that effective performance of a school can only be achieved by matching the manager to the changing situation. In that regard, under the implementation of FPE policy HTs should adopt different strategies so as to be able to overcome challenges hindering the whole process of the implementation of FPE policy. Moreover, the study also is in line with open system theory. This theory asserts that, quality input and process produce quality output, therefore in order to have quality output there should be quality input and process. Thus, in order to implement the FPE policy successfully HTs as input should be equipped and prepared to understand different mechanisms and strategies that can be used to confront the challenges when implementation of FPE the policy is on the move.

CHAPTER SIX

SUMMARY CONCLUSION AND RECOMMENDATION

6.0 Introductions

The aim of this chapter is to provide the summary, conclusion and recommendations of the study. The chapter starts by presenting the summary of the study followed by conclusion and recommendations on various steps to be taken in order to avoid challenges facing HTs when implementing FPE policy and finally the study provides suggestions for further research.

6.1 Summary of the Study

The aim of this study was to find out role of HTs in implementing FPE policy in Zanzibar primary schools. The study also aimed at finding out challenges facing HTs in implementing FPE policy. Finally the study aimed at identifying strategies employed by HTs to overcome challenges they face in implementing FPE policy.

The researcher made a review of related literatures in developed and developing countries, which focus on challenges facing HTs in implementing FPE policy in order to develop a comprehensive awareness of this area under study. To have clear direction of the study, the study was guided by the contingency and system theories. The study employed mainly qualitative research approach which was supported by quantitative research approach. The study used cross-sectional survey design conducted in four (4) public primary schools in Zanzibar West district. The study used a sample of 33 respondents. The respondents were selected by using simple random sampling technique and purposive sampling technique. The study used both qualitative and quantitative research methods. The issues of validity and reliability were also observed because the researcher conducted a pilot study before data

collection. Confidentiality was maintained since the researcher considered freedom of the respondents. The data presented in chapter four were collected through questionnaires, interview and documentary review and finally data were analysed using SPSS.

6.2 Summary of the Findings

The findings from research questions showed that there were various role performed by HTs in implementing FPE policy which include providing awareness to parents and other stake holders on FPE policy, monitoring teaching and learning process, ensuring all pupils are enrolled without any contribution, ensuring availability of teaching and learning materials, ensuring effective utilization of FPE policy funds and build good relationship with the surrounding community.

The findings revealed that there were a number of challenges facing HTs in implementing FPE policy such as shortage of funds to run school activities, delay in provisions of teaching and learning materials, lack of training to the HTs to manage FPE policy, shortage of school infrastructure, shortage of desks and chairs, misconception of FPE policy by parents, shortage of teaching staff and increasing of enrolment of pupils.

Lastly the study found that, in implementing FPE policy HTs employed different strategies to overcome challenges such as sending the challenges to the Ministry of Education, involving school committees in minimizing the challenges, involvement of parents in solving the challenges, establishment of school income generating activities and involvement of teachers in finding the solutions of the challenges.

6.3 Conclusion

Generally, the findings obtained from this study revealed that, there were many roles performed by HTs in implementing FPE such as to provide awareness to parents and other stakeholders on FPE policy, to monitor teaching and learning process, to ensure all pupils are enrolled without any contribution, to ensure the availability of teaching and learning materials, to ensure effective utilization of FPE policy funds and build good relationship with the surrounding community. Moreover, the findings showed that in implementing FPE policy HTs encounter various challenges like shortage of funds to run school activities, delay in provisions of teaching and learning materials, lack of training to the HTs to manage FPE policy, shortage of school infrastructure, shortage of desks and chairs, misconception of FPE policy by parents, shortage of teaching and non teaching staff and pupils enrolment increase. Lastly, the study revealed that HTs employed different strategies to overcome the challenges like sending the challenges to the Ministry of Education, involving school committees in minimizing the challenges, involvement of parents in solving the challenges, establishment of school income generating activities and involvement of teachers to find the solutions for the challenges.

6.4 Implications of Results

The finding of results imply that for effective implementation of FPE policy HTs are supposed to have knowledge, skills and ability in implementing FPE policy so as to educate parents of pupils who have misconceptions on FPE policy, HTs should be trained to manage and utilize FPE policy funds, teaching and learning materials should be provided on time. Moreover, the finding imply that in order to implement FPE policy effectively enough funds should be provided to finance FPE policy, and

school infrastructure should be improved so as to meet the increased enrolment of pupils.

6.5 Recommendations for Policy and Action

- i. The government should prepare enough funds to finance the implementation of FPE policy and the funds should be deposited in the school account in time in order to minimize the problem of shortage of funds.
- ii. The government should provide in time enough teaching and learning materials for both rural and urban schools in order to remove the problem of shortage of teaching and learning materials.
- iii. There is an urgent need of providing training in the form of seminars, workshops and even short courses in financial management, budgeting and auditing to HTs given the fact that they are weak in those areas since they are required to handle large sum of money in the implementation of FPE policy.
- iv. The government should recruit enough teachers and distribute them to all primary schools in order to eradicate the problem of shortage of teachers.
- v. There is a need of increasing and rehabilitating school infrastructure such as classrooms, toilets, desks and chairs because the available ones are not enough and are in dilapidated state. By doing so the conducive learning environment will be in place hence address the shortage for the high number of pupils enrolled in the implementation of FPE policy.
- vi. Education should be provided to all stakeholders such as parents on the real meaning of FPE policy so as to avoid confusion.
- vii. The Ministry of Education should liaise the views of all stakeholders when preparing any education policy such as HTs, teachers and parents so as to overcome confusion in the implementation process.

6.6 Suggestions for Further Studies

- i. The study was confined to four (4) public primary schools in Zanzibar West district Unguja. Therefore, the data obtained do not give a whole picture of the situation. It is suggested that a similar study should be conducted in the whole country which will unveil the whole picture concerning the challenges facing HTs in implementing FPE policy.
- ii. Another study should be done and incorporate the views of other stakeholders such as parents, pupils and other educational officials on their perspective on FPE policy.
- iii. To conduct a comparative study between FPE policy implemented in Zanzibar and that of Tanzania mainland so as to understand weaknesses and strengths of both policies.

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APPENDICES

Appendix 1: Interview Guide for Head Teachers

1. How long have you served as a head teacher of a public primary school?
2. What is your level of education?
3. How many teachers and pupils are enrolled in your school?
4. As a head teacher what are your roles in the implementation FPE policy?
5. As the head teacher what are the major challenges facing you in the implementation of free primary education?
6. What are strategies used to overcome challenges facing HTs in implementing FPE policy?

Appendix 2: Questionnaire for Teachers

Dear Respondents

I am Khamis, Juma. M. A student from University of Dodoma pursuing M. A (Education). Currently I am doing a research about the challenges facing head teacher in the implementation of free Primary education. I request your participation in providing information needed to accomplish the study. I am assuring you that the information to be provided by you will be kept confidentially and will be used for the purpose of this study.

Name of the school.....

Region.....

District.....

Shehia.....

Location of the School. Urban ☐ **Rural** ☐

Gender **Male** ☐ **Female** ☐

1. What is your level of education.....

2. For how long have you worked as a teacher in this school.....

3. Please can you mention what are the roles of a head teacher in the implementation of free primary education policy?

.....
.....
.....

4a. Please tick on one among the options given whether you strongly

Disagree, Disagree, Don't know, Agree or strongly agree with the following assumed challenges facing head teachers in implementation of free primary education policy.

Assumed challenges facing head teachers in the implementation of free primary education

S/N	Assumed challenge	Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	Increasing of enrolment of pupils					
2	School cannot run activities due to lack of finance					
3	Delay in disbursement of funds					
4	Conflicts with parents					
5	Difficulties in financial management					
6	Shortage of teaching and non teaching staff					
7	Shortage of school infrastructure					
8	Poor condition of school buildings					
9	Inadequate teaching and learning materials					
10	Lack of motivation in implementation of FPE to head teachers					
11	Poor participation of					

	parents					
12	Shortage of desks and chairs					

4b. Can you mention what are other challenges apart from the list mentioned above?

.....

.....

.....

.....

5. May you explain what are the strategies used by Head teachers to address the Challenges in the implementation of free primary education.

.....

.....

.....

KIAMBATANISHO NAMBA 2a: DODOSO KWA WALIMU

NduguWalimu

Mimi ni ndugu Juma Mzee Khamis, Mwanafunzi kutoka chuo kikuu cha Dodoma (UDOM) ninaesomea shahada ya Uzamili katika elimu (MA EDUCATION). Kwa sasa ninafanya utafiti kwenye mada Challenges facing head teachers in implementing free primary education policy. Hivyo nakuombeni ushirikiano wenu katika kutoa taarifa zitakazohitajika kukamilisha utafiti huu. Ninawahakikishia kwamba taarifa mtakazotoa zitakua siri na zitatumika kwa madhumuni ya utafiti huu tu na siovyenginevyo.

Jina la skuli.....

Mkoa.....

Wilaya.....

Shehia.....

Sehemuilioposkuli. Mjini

Shamba

Jinsia

Mke

Mume

1. Ni kipi kiwango chako cha elimu?.....
2. Kwa muda gani umefanya kazi ya ualimu katika shulehii?.....
3. Tafadhali taja ni yapi majukumu ya mwalimu mkuu katika utekelezaji wa sera ya elimu bure.

.....

.....

.....

.....

.....

4a.Tafadhali weka alama ya vyema katika moja yachaguo ulilopewa kama Hukubaliani kabisa, Hukubaliani, Hujui, Unakubali, Unakubalina moja kwa moja kwenye changamoto zinazodhaniwa zinamkumba mwalimu mkuu katika utekelezaji wa sera ya elimu bila ya malipo.

Changamoto zinazodhaniwa zinazomkumba mwalimu mkuu katika utekelezaji wa sera ya elimu bila malipo.

S/N	Changamoto zinazodhaniwa/ Assumed Challenges	Hukubaliani kabisa/ Strongly Disagree	Hukubaliani /Disagree	Hujui/ Don't know	Unakubali ana/ Agree	Unakubali ana moja kwa moja/ Strongly Agree
1.	Ongezeko la wanafunziwalio andikishwa					
2.	Skuli inashindwa kujiendesha kutokana na ukosefuwafedha					
3	Kuchereweshwa utolewaji wafedha					
4	Migogoro na wazazi.					
5	Ugumu katika usimamizi wa fedha .					
6	Upungufu wa walimu na wafanyakaziwe nengine.					
7	Upungufu wa miundombinu ya skuli					
8	Hali mbaya ya					

	majengo ya skuli.					
9	Upungufu wa vifaa vya kufundishia na kujifunzia.					
10	Ukosefu wa motisha kwa walimu wakuu katika utekelezaji wa sera elimu bure ya msingi					
11	Ushirikino mdogo kutoka kwa wazazi.					
12	Upungufu wa madawati					

4b. Je unaweza kutaja changamoto nyengine zinazomkabili mwalimu mkuu katika utekelezaji wa sera ya elimu bure ya msingi mbali na zilizotajwa hapo juu?

.....

.....

.....

.....

.....

.....

5. Tafadhali taja mikakati inayotumiwa na mwalimu mkuu katika kutatua changamoto zinazomkabili katika utekelezaji wa sera ya elimu bure ya msingi.

.....

.....

.....

.....

Appendix 3: Interview Guide for DEO

1. For how long have you been working as DEO in this office?
2. What is your level of education?
3. What is your role as an education officer in the implementation of free primary education policy?
4. What are the roles of head teachers in the implementation FPE policy?
5. What are challenges facing head teachers in implementation FPE policy?
6. What strategies Head teachers use to confront the challenges facing them in implementing FPE policy?

Appendix 4: Interview Guides for School Committee Chairpersons

1. For how long have you become the chairperson of school committee?
2. What is your level of education?
3. How do head teacher involve you in the implementation of FPE policy?
4. What are the roles of the head teacher in the implementation of FPE policy?
5. What challenges head teachers face in implementing FPE policy?
6. What strategies head teachers use to confront the challenges in implementing FPE policy?

KIAMBATANISHO NAMBARI 4a: MUONGOZO WA MAHOJIANO NA

MWNYEKITI WA KAMATI YA SKULI

1. Kwa muda gani umefanya kazi kama mwenyekiti wa kamati yashule?
2. Ni kipi kiwango chako cha elimu?
3. Mwalimu mkuu anakushirikisha vipi katika utekelezaji wa sera ya elimu bure?
4. Ni yapi majukumu ya mwalimu mkuu katika utekelezaji wa sera ya elimubure?
5. Ni zipi changamoto anazozipata mwalimu mkuu katika utekelezaji wa sera ya elimubure?
6. Ni ipi mikakati anayoitumia mwalimu mkuu katika kutatua changamoto katika utekelezaji wa sera ya elimu bure?

Appendix 5: Sample of Documents Reviewed

Name of School

Region.....

District.....

Shehia.....

Location of the school. Urban ☐ Rural ☐

S/N	Document	Availability
1	Students enrolment registers	
2	Free education circulars	
4	Minutes of the meetings	

Appendix 6: Enrolment Rate Pupil From 2015 up to 2017 from the Four Schools

Visited During the Field

School Name	Location	2015	2016	2017
A	Urban	206	314	549
B	Urban	226	321	520
C	Rural	102	220	412
D	Rural	136	290	470

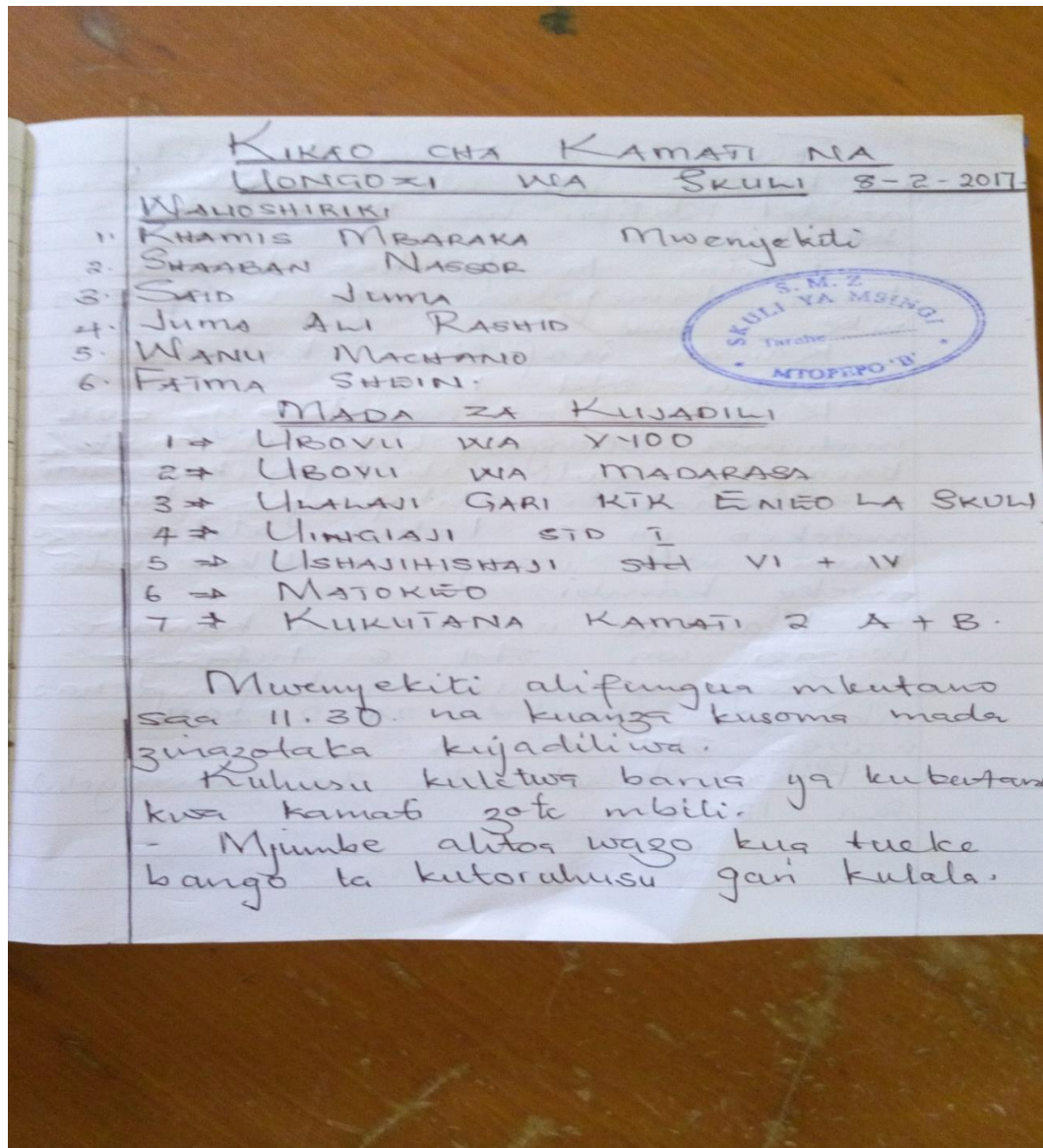
Appendix 7: School Infrastructures Available at Schools and Number of Pupils

School Name	School Location	Number of Classrooms	Number of Toilets	Number of Pupils	Pupil Classroom Ratio	Pupil Toilet Ratio
A	Urban	26	20	3255	126	163
B	Urban	23	16	2200	96	137
C	Rural	8	5	466	58	93
D	Rural	4	3	220	55	73

**Appendix 8: Number of Students and Teachers of the Schools Visited During
the Field**

School Name	School Location	Number of Teachers	Number of Pupils	Pupils Teacher Ratio
A	Urban	60	4255	71: 1
B	Urban	66	4956	75: 1
C	Rural	20	982	49: 1
D	Rural	9	466	52: 1

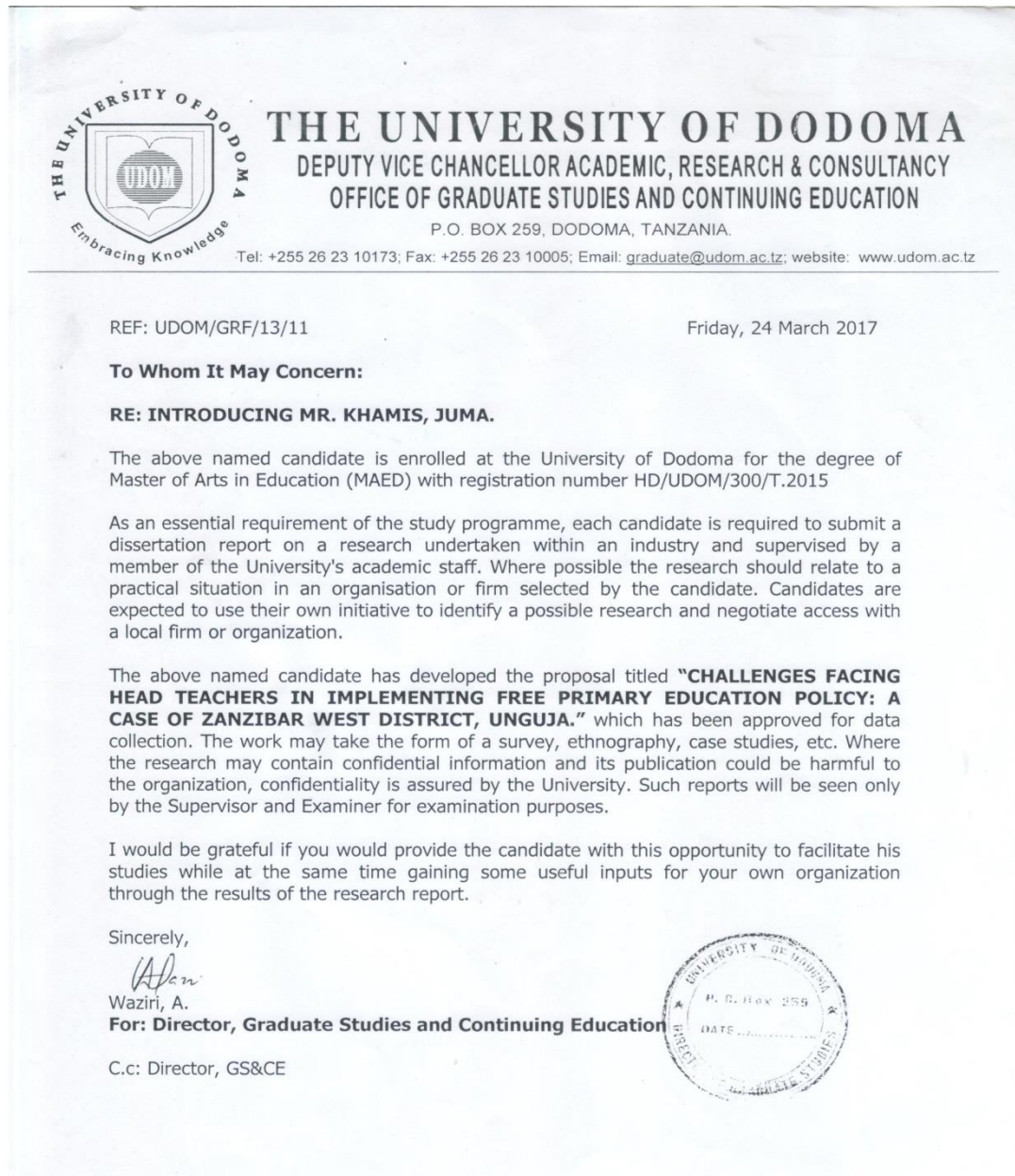
**Appendix 9: Minutes of Meeting of School Committee Solving Challenges in
Implementing FPE Policy**



Appendix 10: Responses to the External Examiner's Comments

S/N	Title	External Supervisor Comments	Types of Errors	Response
1	Literature Review	Page 24 and 91	Update conceptual frame work using study result	corrected
2	Research Methodology	Page 27	Write research approach before research design	corrected
3	Data presentation and analysis	Page 54, 55, 58 and 57	Indicate source of plates	corrected
4	Summary Conclusion and Recommendation	Page 90	Write implication of results before presentation of recommendations	corrected

Appendix 11: Introductory Letter for Data Collection From UDOM



Appendix 12: Permission Letter for Data Collection from Ministry of State

Second Vice President's Office

REVOLUTIONARY GOVERNMENT OF ZANZIBAR

SECRETARY
ZANZIBAR RESEARCH COMMITTEE
P. O Box 239
Tel: 2230806
FAX: 2233788





RESEARCH/FILMING PERMIT
(This Permit is only Applicable in Zanzibar for a duration specified)

SECTION

Name:	JUMA MZEE KHAMIS
Date and Place of Birth	21/06/1982
Nationality:	TANZANIAN
Passport Number:	-
Date and Place of Issue	-
Date of arrival in Zanzibar	-
Expected date of departure	-
Duration of stay	-
Research Tittles:	("CHALLENGES FACING HEAD TEACHERS IN IMPLEMENTING FREE PRIMARY EDUCATION POLICY: A CASE STUDY OF WEST DISTRICT UNGUJA. ".)
Full address of Sponsor:	-

This is to endorse that I have received and duly considered applicant's request I am satisfied with the descriptions outlined above.

Name of the authorizing officer:	MWANAISHA A. KHAMIS
Signature and seal:	
Institution:	Office of Chief Government Statistician
Address:	P. O Box 2321 Zanzibar.
Date:	12/04/2017





Appendix 13: Permission Letter for Data Collection from Ministry of Education and Vocational Training


SERIKALI YA MAPINDUZI YA ZANZIBAR
WIZARA YA ELIMU NA MAFUNZO YA AMALI

S.L.P 394
ZANZIBAR-TANZANIA
Tovuti: www.moez.go.tz

Tel: +255-24-2232827
Fax: +255-24-2233306
Barua Pepe: info@moez.go.tz

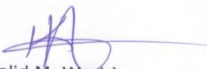
Ref. No: P33/18/1/VOL.II/53 **Tarehe:** 18 Aprili, 2017

Mkaguzi Mkuu wa Elimu,
Afisa Elimu Wilaya ya Magharibi "A",
Mwalimu Mkuu,
Skuli ya Msingi Mtoni, Bububu "B", Mtopepo "B", Mwachealale na Kizimbani.
Zanzibar.

KUH: KUFANYA UTAFITI ND. JUMA MZEE KHAMIS

Tafadhali naomba uhusike na mada iliyopo hapo juu.
Mtajwa hapo juu ni mwanafunzi kutoka Chuo Kikuu cha Dodoma (UDOM) anafanya utafiti katika mada inayohusiana na **"Challenges Facing Head Teachers in Implementing Free Primary Policy: Education Inspection on Improving Students' A case of Zanzibar West District, Unguja"**. Ndugu Juma amekamilisha taratibu zote za ruhusa ya kufanya utafiti na ruhusa yake imeanza tarehe 12/04/2017 na itamalizika tarehe 12/10/2017. Aidha, utafiti wake utafanyika Katika Ofisi ya Mkaguzi Mkuu wa Elimu, Afisa Elimu Wilaya ya Magharibi 'A' Unguja na skuli tano za msingi ndani ya Wilaya ya Magharibi 'A' Unguja.
Hivyo, unaombwa umpokee na umpe kila aina ya ushirikiano unaohitajika ili aweze kufanikisha utafiti wake.

Tunategemea kupata mashirikiano yako.

Ahsante,

(Khalid M. Wazir)
K.n.y. Katibu Mkuu,
Wizara ya Elimu na Mafunzo ya Amali,
Zanzibar.

Kwa mawasiliano ya moja kwa moja:
Waziri 2238205, Katibu Mkuu 2238210, Naibu Katibu Mkuu 2234356.